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Labour Canada Travail Canada

contents

Vol. 75, No. 8, August 1975

ARTICLES

492 **Toward a New Economic Order**

493 **International Labour Conference—1975**

497 **Renewed Interest in Labour Education**
by Sharleen Bannon

503 **Faculty Members Turn to Collective Bargaining**
by Roy LaBerge

507 **All You Wanted to Know About Industry-Wide Bargaining**
by Ed Finn

514 **Government Intervention in Labour Disputes: the B.C. Experience**
by James G. Matkin

522 **Industrial Unionism: Roots in the Depression**
by Jack Williams

527 **Multinationals: Common Enemy**
by Linda Cahill

532 **Adjusting to Inflation**
by Frederick Stapenhurst

535 **Measuring Inflation**
by G.J. Finn

542 **Labour Legislation in 1974**
Part 6: Workmen's Compensation
by Michel Gauvin

553 **Industrial and Geographic Distribution of Union Membership in Canada, 1973**

DEPARTMENTS

482 **News Briefs**

537 **Books**

539 **Forum**

561 **Fifty Years Ago**

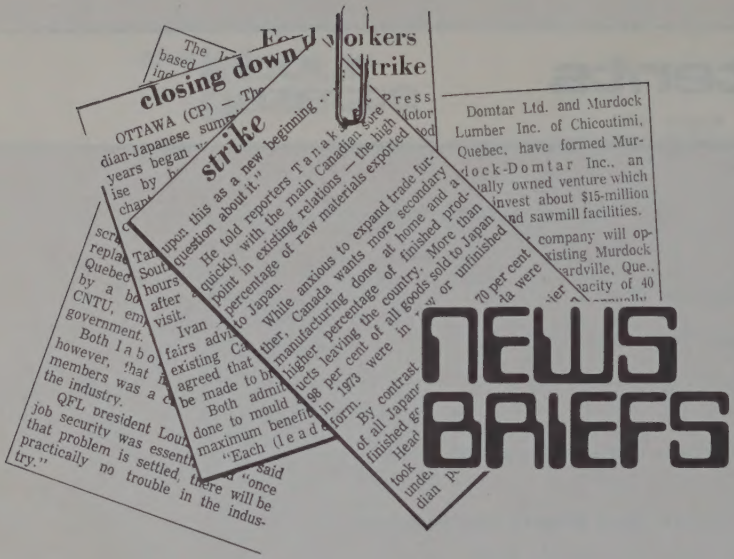
562 **Prices and Employment**

564 **Conciliation**

567 **Additions to the Library**

571 **Labour Statistics**

CHICAGO PUBLIC LIBRARY
OCT 21 1975
DOCUMENT
SOCIAL SCIENCES



Labour Relations Council

Canada has established a tripartite labour relations council to promote industrial peace. The new body held its first meeting in Ottawa in July.

Labour Minister John Munro described his hopes for it in a June 10 address to the International Labour Organization in Geneva.

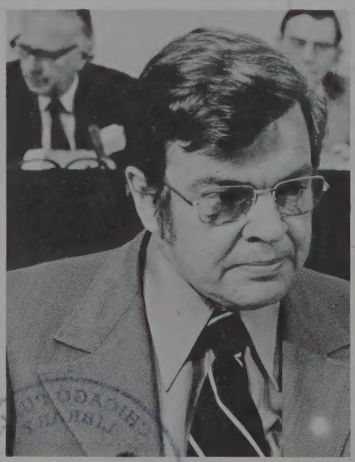
"We hope that the council will be able to temper the adversary aspect of collective bargaining and develop improved, or at least less disruptive, methods of dispute settlement."

The Council is to be a continuing advisory body consisting of representatives of organized labour, management, and the Canada Department of Labour.

Munro said the council will be empowered to establish review panels to study specific subjects, publish reports and analyses resulting from the studies, and "recommend courses of action" to the labour minister.

It would also examine existing labour legislation and recommend new programs and services.

Munro said the Canada Labour Relations council might consider the creation of an independent research institute "that would be the source of reliable and generally accepted data on which the parties could agree as a basis for negotiations." It might also look into industrial democracy, job satisfaction, and the consolidation of bargaining units leading to industry-wide bargaining in major national industries such as transportation, communications and grain handling.



Munro addressing ILO

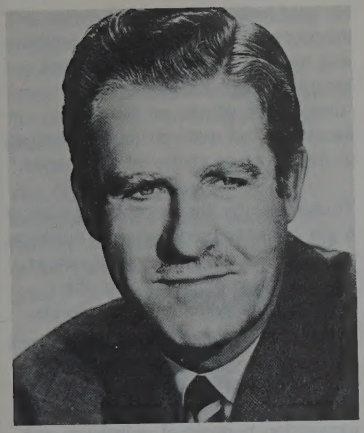
●

Businessmen Bad Communicators

Businessmen have been notoriously bad communicators, delegates to the annual meeting in Toronto of the Canadian Manufacturers' Association were told. They were urged by Walter E. Lawson, past president of the Association, to spend at least 10 per cent of their time presenting the private enterprise story to their employees, to the public, and to politicians at all levels of government. "Talk to and write to the press, appear on radio and TV, seek opportunities to sell the cause," Lawson said. Businessmen have tended to be "close-mouthed, secretive and apprehensive about publicity...an unfortunate characteristic," he asserted. Lawson described business' failure to explain to the public the meaning of profits and their contribution to the community as "the worst job we have ever done."

He called for a massive educational effort on the part of senior businessmen to acquaint the public with the necessity for the preservation of pools of capital, the value of competitive enterprise, and the need for increased investment.

About 40 per cent of so-called profits go to the government as corporate income tax, he noted, while the part paid out in dividends is "really interest on equity, a fee paid for the use of people's savings, essentially no different from interest paid on loans."



Lawson

The remainder is reinvested in the business... "Profits are the means by which business finances this country's future. When profits decline, business cannot make the capital investment required to provide for the needs of our people."

Lawson, vice-president of Domtar Packaging, Montreal, noted that in recent years capital investment in Canada has been about 22 per cent of GNP, compared with 35 per cent in Japan and 26 per cent in Germany. "We have been under-investing."

The former CMA president believes Canada will need at least $500 billion dollars in new capital investment in the next 10 years, compared with $200 billion invested in the past decade.

Lawson said the primary role of the CMA is changing from that of providing its members with information and service on routine matters to that of presenting industry's views to governments and the public.

Because "vesting the policy and decision-making power largely in the hands of the 257-man executive council no longer reflected the reality of the times," the Association would be replacing its national executive committee with a 36- member board of directors that would have the authority to make and execute policy. The national executive council would become an advisory body.

Lawson said the Association has been working toward an organization to represent all business, including banking, insurance, commerce and service industries. This organization, "which may well be called The Council of Canadian Business," would be "dedicated to maintaining an investment climate in Canada that would sustain economic growth and employment opportunities."

Echoing Lawson's call for a national educational campaign, Robert A. McNair, president of Bristol-Myers, Toronto, asked for a "super business council to save the free enterprise system in Canada."

In a toughly-worded speech to the CMA convention, McNair said: "we have a massive education job to do with the public...What we must do if our lifestyle is to survive, is bring industry together, organize all of industry, the whole spectrum of business in Canada, and form a super council of business...dedicated to the task of convincing the Canadian people, labour and government that private enterprise may be far from perfect, but it is infinitely preferable to the horrors of a government-controlled state."

Given the continued growth of super government, and "people's willingness to depend on it, our system could be on its way out...As businessmen we must find ways to exert more influence on governments."

●

OECD Suggests Prices and Incomes Policy

The latest review of the Canadian economy by the Organization for Economic Co-operation and Development notes that economic performance this year has been poorer than most economists, businessmen and politicians originally expected. Real output is actually expected to decline in 1975, while employment is likely to rise to over 8 per cent and the trade deficit to increase to between $5 and $6 billion, compared with $1.2 billion in 1974.

This combination of a large external deficit, rising unemployment and sluggish economic activity, together with stubbornly high rates of inflation, poses difficult problems for economic policy. "An important condition for a return of the current account to a more normal position is that Canadian export prices remain competitive," the report says. The OECD views it as a "matter of concern that industrial earnings in Canada have recently been rising faster than those in the United States. Although a devaluation of the Canadian dollar could help maintain price competitiveness, it would have important inflationary effects."

The report notes that the strains in capacity that prevailed in the early months of last year have been largely eliminated, that the period of rapidly rising commodity prices has passed and that farm incomes are no longer accelerating. However, "the benefits which could accrue from these factors may be prejudiced unless the growth of wage costs can be brought under reasonable control."

"If the inflationary effects of wage-bargaining are to be broken, it would seem essential that a new policy of wage and price control be formulated and introduced with little delay," the report states. Furthermore, the OECD emphasises that "while a voluntary policy based on a national consensus is clearly preferable to statutory controls, it may be desirable to consider short term legislation if agreement between the parties on the nature of the policy is not quickly reached."

The report goes on to say that "although there are inevitable difficulties in introducing a prices and incomes policy, the general economic environment could be more conducive to the successful operation of such a policy than has been the case for a number of years."

After noting that 1975 will be a heavy bargaining year, and that many of the contracts coming up for renewal have been subject to real income losses over the past two years, the OECD welcomed the recent move by the federal government to seek a consensus for a prices and incomes policy. The report warns, however, that if a national consensus is not found, "the scope for further reflation will be limited."

Considering the current extent of surplus capacity in the economy, a stimulus to domestic demand aimed at increasing economic growth to over 5 per cent annually is thought unlikely to hinder anti-inflationary policies, and indeed, "a somewhat stronger expansion than now envisaged might even help to reduce cost and price pressures because of the associated improvement in productivity," particularly as "some additional stimulus to demand ... [may] help the introduction and acceptance of a prices and incomes policy."

The report concludes that "an immediate recovery might best be promoted by giving priority to expenditures in areas outside personal consumption"—particularly residential housing and business fixed investment.

●

Federal Budget

Finance Minister John Turner has introduced a budget which, he says, is aimed at preparing the Canadian economy "for a resumption of economic growth without inflation."

In his June 23 budget address, Turner said no single approach can solve the three issues facing Canadians—inflation, recession and energy—but he believes his budget "strikes the right balance of policy."

The budget announcements most directly affecting consumers were a $1.50 increase in the price of crude oil to $8 a barrel, and an excise tax on gasoline of 10 cents a gallon at the retail level. Together they meant a retail price increase of 15 cents a gallon. But the 10-cent tax will be refunded for gasoline used for farming, fishing, construction, mining and most commercial transportation.

The price of natural gas will go up 24 per cent, on November 1, and the price of home heating oil has risen by about 13 per cent.

The budget rejected direct wage-and-price controls because, Turner said, they can work only when the public is convinced they are needed and "that point has not been reached."

Instead, the government intends "to allow the forces of expansion already at work in the economy to have their full effect, and, as an example to others, to exercise restraint as a government in our own claims on the economy."

The government intends to save $830 million by reducing or postponing programs in most of its departments. It will also reduce the rate of increase in public service man-years to 3.1 per cent from 4.1 per cent this year.

Turner said the government will notify the provinces, as required by law, of its formal intention to amend legislation and cost-sharing agreements on hospital insurance and medicare. And it will introduce legislation to place a ceiling on the per capita rate of growth of federal contributions under the Medical Care Act—13 per cent in 1976-1977, 10 1/2 per cent in 1977-78 and 8 1/2 per cent in 1978-79.

He said legislation will also be introduced "to strengthen the flexibility and fairness of the Unemployment Insurance Act" and to deal with "undesirable effects on work incentives" as well as "recent changes in the structure of the labour market."

To create jobs, the budget proposes a 5 per cent tax credit on new buildings, machinery and equipment for use in manufacturing or processing, the production of petroleum or minerals, logging, farming or fishing.

The government is substantially reducing taxes that increase the exploration budgets of petroleum and mining companies.

But it is increasing the funds available to Central Mortgage and Housing Corporation by $200 million, and committing $450 million during the next two years to employment programs including: local initiatives programs, training in industry, student employment, and financing labour-intensive federal projects in regions where unemployment is severe.

The budget anticipates 1975-76 revenues of $25,725 million and expenditures of $28,900 million for a $3,172 million deficit. Additional non-budgetary transactions will raise the government's financial requirements to close to $5 billion.

The Canadian Labour Congress said the budget gives Canadians "no reason to believe the government is trying to come to grips with either inflation or unemployment."

A statement by CLC Secretary-Treasurer Donald Montgomery said the increase in gasoline and heating oil prices could even reverse the current slowing down of inflation: "The price increase will have a psychological impact on people every time they drive up to the gas pumps and every time they pay their heating bills, and they will continually be reminded how Turner's budget has reduced their purchasing power."

The statement described proposed changes to the Unemployment Insurance Act as "political sleight of hand" and "another attempt to blame the unemployed for today's lack of jobs."

The CLC also expressed disappointment that the budget "did nothing" to improve old-age security or the Canada Pension Plan, or to grant a guaranteed annual income.

On the other hand, the Canadian Manufacturers' Association praised the budget, saying it would have a favourable effect on the economy, and expressed satisfaction that the finance minister "has once again got his priorities right."

A statement by CMA President Harold Corrigan also welcomed the proposed cuts in federal spending and urged the provincial governments to follow suit. Corrigan also welcomed the tax reductions for natural resources companies and the 5 per cent tax credit on new building and machinery costs, which is "important to manufacturing industry."

The CMA said manufacturers "will fervently hope that Canadians recognize the force of Mr. Turner's appeal to restrain the rate of wage and salary settlements."

●

Alcoholism Programs Needed

A UIC official blames the social stigma attached to alcoholism for preventing industry from devising programs to combat the spread of the illness.

Allan Clemens, co-ordinator for the Unemployment Insurance Commission's Pacific Region employee counselling program, maintains that the general public takes a moral view of alcoholism rather than regarding it as an illness. He says this makes it more difficult to persuade an alcoholic to seek treatment.

He says the situation leads to individuals and companies trying to conceal the effects of alcoholism until it is necessary to fire the employee, a situation that he believes could be improved with a clear-cut rehabilitation program for alcoholics in industry.

Clemens says that unless industry offers a solution, the alcoholic's ability to entrap friends, family, and work associates in a web of excuses, is maintained.

He suggests employers require supervisors to report a suspected alcoholic to a doctor for diagnosis of his "problem" and, if it is alcoholism, that a treatment program be made a condition of his continued employment.

Clemens says employers can expect a 70 per cent success rate for employees participating in alcoholism treatment programs.

He recommends that union representatives, supervisors, a counsellor, and medical authorities be a part of the rehabilitation team.

Experts agree that alcoholics are absent from work three times more often than other employees, are twice as likely to have an accident on the job, and are likely to die 12 years sooner than the non-alcoholic.

The loss of productivity due to alcoholism among workers is estimated to cost Canadian business up to a billion dollars a year.

●

Pension Plan Problems

An article in the *Financial Times* says that final-average pension plans, generally speaking the best to be had in industry today, may be the next victim of inflation.

Final-average plans are those in which a pensioner's benefit is a percentage of either his final earnings, an average of his earnings over the final few years of employment, or an average of his best earning years. They accounted for 15 per cent of the 2.8 million members registered in Canada in 1970.

Their present problems stem from higher-than-anticipated wage increases since 1973, combined with a decline in investment revenues. These developments have drained many pension funds of the long-term resources they need to satisfy government regulations.

Pension plans generally have suffered from inflation, but the article, by Clayton Sinclair, says final-average plans have been hurt the most: "Their payout is not based simply on whatever a given premium will provide. Instead it depends on what a plan member is earning near the end of his career."

●

B.C. Labour Code Amendments

The B.C. government has introduced amendments to the provincial labour code to permit professionals as well as farm and domestic workers to organize into unions. The amendments would remove a clause that had excluded these groups from the code.

Another amendment would permit the minister of labour, through the labour relations board, to designate essential services and order that they be maintained in labour disputes involving police, firemen or hospital workers.

The amendments also stipulate that when a union is organizing it can apply for a freeze on the terms and conditions of employment for a group of workers as soon as it launches its organizing drive. Previously, an

employer had to be convicted of using unfair labour practices before such a freeze could be ordered.

The amendments provide that even in a closed-shop situation, no employee would be fired because he was suspended or expelled from one trade union because of his membership in another.

●

B.C. Unions Grow

Six of every ten workers who joined British Columbia's labour force since 1972 now are union members.

The provincial labour department also reports that 43 per cent of the labour force is organized. The highest percentage, 53.9, was in 1958.

The department says 63,755 union members have been added to the workforce since 1972, the year the NDP government took office.

Since then, the provincial labour code has been amended to enable unions with 35 per cent of a bargaining unit signed up to apply for certification instead of 51 per cent, and to grant immediate certification without a vote to unions applying with a majority signed up.

●

White-Collar Attitudes

Unions in North America have failed to invent a model of labour relations that doesn't violate the culture and value system of the white-collar worker, according to behavioral scientist, John C. Sawatsky.

He told a group of life insurance executives in Toronto that "unions still have the image and cultural carry-over of blue-collar strategies including hard-bargaining, strikes, threats of strikes, formal grievances, and legal processes such as arbitration.

He implied that such tactics do not hold much appeal for the white-collar worker.

Sawatsky admitted, however, that an increasing proportion of government clerical employees, teachers, and university professors are now organized.

On the subject of women and unionization, Sawatsky said "a large segment of white-collar employees are women who generally do not have a tradition of problem-solving with hard methodologies.

"The long-run future is something else because generally speaking, our society is moving quite rapidly toward using force for problem-solving and women have not been standing idly by."

●

Calif. Farm Legislation

California has passed legislation giving farm workers some of the rights most other workers have under the National Labor Relations Act.

The new Agricultural Labor Relations Act gives farm workers the right to choose which union they want to represent them. They will exercise their choice in state-supervised secret ballots seven days after more than 50 per cent of the workers on a farm have petitioned for union representation.

Cesar Chavez, the leader of the United Farm Workers, cut short a Canadian tour to return to California when the legislature passed the Act. He is heading an organizing drive to win back close to 400 contracts lost to the International Brotherhood of Teamsters in 1973. The California supreme court has held that there was collusion with the growers in some of the Teamster contracts.

Election petitions will be considered only during high-season employment, when the workforce is at least half of the farm's peak employment during the year. A rival union can get its name on the ballot by signing up 20 per cent of the workforce on a farm. Strikes for representation without an election are prohibited, but once a union is certified, it is free to strike anytime, including harvest time.

A five-member agricultural labour relations board, appointed by the state governor, will supervise the elections and hear complaints of unfair labour practices.

●

Too Much Noise?

U.S. News and World Report says the outcome of a dispute within the federal government could affect the hearing of millions of U.S. workers.

The Occupational Safety and Health Administration (OSHA) wants to retain the existing standard for noise limits—90 decibels—averaged over an eight-hour day. But the Environmental Protection Agency (EPA) says the limit should be only 85 decibels.

Decibels are units for measuring noise, with zero representing the threshold of hearing and 130 the threshold of pain.

Although the difference of only five decibels seems insignificant, the contrast in sounds between 85 and 90 decibels is actually enormous. According to one OSHA expert quoted by *U.S. News and World Report*, the 90-decibel standard allows 2.6 times as much noise as the 85-decibel level.

The weekly news magazine says an engineering study commissioned by OSHA reached these conclusions:

• Approximately 770,000 more manufacturing workers would be saved from hearing impairment if the 85-decibel standard were adopted rather than the 90-decibel average. Not counted were tens of thousands of workers in other occupations including transportation and trucking.

• The cost to manufacturing firms of complying with the 85-decibel average would be $31.6 billion, or $19,286 for each employee whose hearing remains undamaged.

Whichever standard is adopted, it won't protect all workers from noticeable damage to hearing. The EPA says that would require a noise standard of 75 decibels.

But OSHA contends that only a bare minimum of workers will suffer hearing loss if exposed to an average of 90 decibels of noise each working day. A study, by an English scientist, of 19 British and American industries reportedly found that only the most sensitive 2 per cent of all workers could expect to lose hearing ability after exposure to 90 decibels of noise at work for over 30 years.

●

Occupational Diseases Spread

A U.S. medical research team found three of every ten factory and farm workers it examined had diseases that appear to have been caused by work conditions.

The researchers from the University of Washington examined 908 workers in factories and on farms in the states of Washington and Oregon.

Their research was made possible by a $190,000 grant from the National Institute of Occupational Safety and Health.

●

More Women Sought

The Public Service Commission wants Cabinet to grant it a special mandate to launch an "affirmative action" campaign aimed at employing more women in the top ranks of the federal government.

Commission chairman, John Carson, said Cabinet approval is being sought for setting minimum quotas and targets on the number of females hired, because such quotas and targets are usually viewed as contrary to the prevailing merit principle.

The move to employ more women in the federal government is prompted by figures in the recently-released annual report of the Public Service Commission indicating few women are being promoted into the top ranks of the public service.

Irene Johnson, a member of the Public Service Commission, told the House of Commons miscellaneous estimates committee that more than 98 per cent of top government jobs are still held by men.

Johnson, one of three women currently holding the rank of deputy minister, noted that 20 women are now in the government executive (SX) category, however, compared with nine in 1973.

She said she was encouraged by the increasing number of women in the middle-management range earning $15,000 to $20,000 a year, but noted that most female government employees are support staff in the lowest paid categories.

●

Women and Unions

Women cannot expect unions to fight their battles for them until they are ready to assume their share of the work in the trade union movement, Rosemary Brown told a Toronto conference on Women in the Labour Force.

Brown, MLA for the riding of Vancouver-Burrard, told the conference that "it is essential that women in the movement stop relying on men to do the work for them."

She said that the kinds of things the women's movement is fighting for "can be handled better through contract negotiations."

Brown also urged the more than 300 delegates to the conference, sponsored by the Labour Council of Metropolitan Toronto, to "make certain that every collective bargaining agreement ensures a non-discrimination clause."

●

Older Women Valued

Close to 45 per cent of all working women in the U.S. were over 40 last year, and a survey of 1,400 of them indicates they are in demand as employees.

Almost 27 per cent of the sample had worked for the same employer for at least three years, 20 per cent for five years, and 9 per cent for 20 years or more.

"Employers today are more aware of the value of older women, the study said. "Dependability and serious attitudes are as sought after as experience. Older women have more time to devote to their work, are more conscientious and settled. Many have grown children, therefore fewer distractions."

The median income of the women surveyed was $4,500 for those with elementary school education, and $8,700 for those with some college study. Only 2 per cent earned $15,000 or more.

●

Testing Job Bias

The Canadian Union of Public Employees has published a check list to help workers determine whether they are discriminated against. It is described by the union as an attempt to make International Women's Year more meaningful for working class women.

The ten items in the check list include: Are women paid less for substantially the same work as men? Are jobs classified as heavy or light and are light jobs paid less and automatically assigned to women? Are a man's dependants covered by insurance plans but not a woman's? Have women been told they would not be hired, promoted, transferred or given certain jobs because: they have children; they might miss too much work; they might quit if their husbands are transferred; they might not take their work seriously because they are not the family's "primary" breadwinners?

●

EEOC Takes Hard Line

Business Week reports the U.S. government is taking a hard line against discrimination in employment. The Equal Employment Opportunity Commission has told Congress it will file suit against 400 employers next year, almost twice as many as expected in 1975.

The American periodical says employers may not question job applicants about race, colour, sex, religion, age or national origin unless they are bona fide occupational qualifications, as for example age and sex in the hiring of an actress or fashion model.

It also points out that an employer can be sued for turning down an applicant because of the quality of a military discharge or because of a military conviction.

And it publishes a list of interview guidelines that shows, among other restrictions, that job applicants cannot be asked whether they are married, single, divorced or engaged, or whether they are living with anyone. Nor can they be asked their age or whether they own their home.

●

Sex Discrimination Ban

A Bill to ban sexual discrimination is expected to be passed by the British Parliament in the fall. The Equality for Women Bill is aimed at outlawing sexual discrimination not only in employment, training and housing but also in the provision of credit, insurance and several other services.

The legislation would establish an equal opportunities commission under the Home Office, and provide access for aggrieved parties to county courts or, in cases related to employment, to industrial tribunals.

The bill would be enforced immediately on passage. And late this year will end the five-year period of grace on enforcement of the Equal Pay Act, passed in 1970 to provide for equality of remuneration, work allocation and hours of work.

●

EEC Agreement on Worker Participation

The European Economic Community has reached agreement on proposals to give workers a greater say in how their companies are run.

The key proposal is that firms operating in two or more countries would register under an EEC statute instead of under national company law.

The statute would require a two-tier company structure: a supervisory board with power to hire and fire, and a management board.

One third of the supervisory board's members would be elected by the employees and one third by the shareholders. The rest would be independent members chosen by at least two thirds of the combined votes of shareholders' and employees' representatives.

The Economist says several multinational companies are keen to use the option because it would allow them to plan with greater certainty; "They reckon that when and if it becomes law it is less likely to be amended than national company law since any changes in it will need the agreement of all nine member states."

●

Hidden Jobs

Avoid personnel offices, and look in the «hidden job market.» That's the advice an expert in career planning gives to people looking for work in times of high unemployment.

James I. Briggs, Jr., director for the centre of career planning and placement at Georgetown University, Washington, D.C., was interviewed by *U.S. News and World Report*.

He said personnel offices are not in the business of hiring people but of screening people out. Job applicants should circumvent them and try to establish some kind of relationship with the person who ultimately does the hiring for a particular job.

Briggs said only 20 per cent of all job vacancies that exist at any one time are listed in the traditional sources of job information—classified ads, private or public employment agencies, and college or university placement offices.

Job applicants should use these traditional sources, but they should also make contacts with employers in

the fields in which they want to work, and let their abilities be known.

●

Eco-Spasm

Alvin Toffler, the author of *Future Shock*, says the industrial nations of the West are in for a long period of "non-serenity".

"It's a mistake to look at our present situation and see it simply as one more economic recession," he said in an interview with *U.S. News* and *World Report*. "Industrial society is going through a profound breakdown and transformation."

Toffler used the term "eco-spasm" to describe the current situation: "an economic shake-up in the midst of an ecological crisis, technological and political upsets, and revolutionary changes in family structures, values, sexual attitudes, and military and geopolitical power balances."

He does not rule out the possibility of violence when there is large-scale unemployment side by side with prosperity, "or when change is so rapid that the uncertainty and unpredictability in society become unbearable."

He also says planning will be needed to cope with eco-spasm, but not economic planning divorced from ecological, family and global-relations considerations.

Nor would "elitist" planning from the top down work. Toffler says it has to be done by "anticipatory democracy"—decentralized, democratized attention to the future.

He said more attention should be paid to experiments in Hawaii, Iowa and Washington State where politicians have been consulting thousands of citizens for policy proposals.

●

Chairman Ryan

The Quebec government has appointed Yves Ryan, mayor of Montreal North, as chairman of the council of trustees that will oversee the trusteeship of four construction union locals for three years.

The trusteeship was recommended by a three-man commission that studied violence in the construction industry.

In a statement, the Canadian Labour Congress executive council, while condemning corruption and violence within some locals, said that instead of imposing a trusteeship, the government should have created a supervisory commission that would allow labour to set up its own trusteeship.

The locals involved are: Local 144 of the United Association of Journeymen and Apprentices of the Plumbing and Pipe Fitting Industry; Local 791 of the International Union of Operating Engineers, and Local 1677 of the Interprovincial Brotherhood of Electrical Workers. The Montreal local of the International Union of Elevator Constructors was already under trusteeship, and the legislation merely extended it for three years.

In addition to Ryan and the secretary of the council, Gille Guevremont, there will be two trustees from each of the four unions on the council.

●

Labour Education Centre

The B.C. government has introduced legislation to establish a provincial labour education centre. Labour Minister William King says it will be modeled after the Labour College of Canada in Montreal, of which he is a graduate.

According to the legislation, the centre is intended to "improve the art of collective bargaining" and generally foster improved labour relations.

●

Britons Try Flextime

The adoption of flexible working hours or "flextime" is on the increase in Britain, according to the London Press Service.

About 500 British employers with a total of 100,000 employees are reportedly using the system in which the working day is divided into "core hours" when everyone must be at work, and "flexible time" during which the employee can choose whether to be at work or not.

Each employee, however, must be at work an agreed-upon total number of hours a day or week.

Employee acceptance of the system in Britain is reportedly high and a survey has revealed that most employers using the system are satisfied with flexible hours. None are contemplating a return to "fixed hours."

The British civil service is among the employers experimenting with flextime, and about 3,000 employees in 24 local offices of the Health and Social Security Department were among the first to test the system.

Currently, only about 1 per cent of British workers have the choice of flexible hours, compared with 6 per cent in West Germany and 40 per cent in Switzerland.

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Provincial Policies Rapped

The Ontario Federation of Labour has warned the Ontario government that organized labour will resist attempts to erode workers' living standards.

In its annual submission to the cabinet, the federation, which has

800,000 members in its affiliated organizations, warns that the government will encourage "confrontation and smouldering discontent" if it does not amend the province's "outmoded, unworkable and unsatisfactory" labour legislation.

The brief said the province's workers have a right to laws that will guarantee them effective organizing and bargaining rights, and it repeated an early statement by the federation that Ontario's labour law "is among the most repressive and oppressive in the Western industrialized world."

The brief was critical also of other provincial policies and programs: Government action "has not reduced substantially the purchase of land by foreigners." On housing, Ontario has "passed the buck" to Ottawa. On agriculture, the government has done little or nothing to determine "who is ripping off consumers and farm workers." On employment standards, "the only changes in existing legislation were for the worst."

The 29-page submission conceded that the government had made "minor procedural changes" to some legislation in response to the 1974 brief. But it criticized the government's "almost insensitive and lackadaisical attitude" to mine safety, lead poisoning and asbestos contamination.

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Canadian to ILO Post

Canadian labour educator, John Whitehouse, has been named chief of the ILO Workers' Education Branch at the International Labour Office in Geneva.

Whitehouse says his major aim in his new post is "to ensure continuity and development of the Workers' Education Program as a major source of strength for the ILO, to help the trade union movement to promote the education of its members, to create labour competence where it does not yet exist, and to improve it where it is already to be found."

In Canada, Whitehouse was Dean of Niagara College and head of the School of Labour Studies in Welland.

Whitehouse also served with the National Education Advisory Committee of the Canadian Labour Congress, was chairman of the Education Committee of the Ontario Federation of Labour, and served as vice-president of the OFL.

In 1967, Whitehouse was appointed to the Board of Governors of the Ontario Institute for Studies in Education, and was awarded the Centennial Medal by the Secretary of State in recognition of his valuable service to Canada.

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Human Rights Publication

Canadian human rights legislation, both federal and provincial, is outlined in a new publication of the Legislative Research Branch of the Canada Department of Labour.

The 70-page report, entitled *1975 Human Rights in Canada, Legislation and Decisions*, also provides a sampling of pertinent decisions by courts and tribunals.

It is available by mail from Information Canada, Ottawa, and at Information Canada bookshops in several cities. The price: $1.75.

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Federations of Labour Conventions 1975

Alberta—The Alberta Federation of Labour has drawn up its own version of what it thinks the province's labour relations Act should be. It was adopted by 500 delegates, representing 95,000 union members, at the federation's annual convention in Calgary.

The federation is asking the provincial government to introduce legislation providing a minimum wage of $3.50 an hour, and to implement the recommendations of a report on health and safety by a provincial government commission.

The model Act, prepared by the provincial labour federations of all four western provinces, is also expected to be proposed to the governments of Manitoba, Saskatchewan and B.C.

Neil Crawford, who became Alberta's labour minister after the government won re-election in March, told the delegates he expects many of the commission's recommendations will be adopted. He also said he intends to approach disputes without any "inflexible positions or preconceived ideas."

Among more than 160 resolutions adopted by the convention was one calling on Imperial Oil to accept an offer from an employee-owned company, Calgary Refineries Limited, to buy its Calgary refinery. If Imperial refused, the resolution asked the provincial government to introduce legislation forcing Imperial to sell the refinery.

Another resolution demanded that the immigration department refuse visas to foreigners to fill jobs at Alberta's Syncrude project as long as Canadians capable of doing the work are unemployed.

Reg Basken was re-elected president without opposition for his third full term. Electéd vice-presidents were John Hubler, Bill Mack, Bill Broad and Doreen Heath

New Brunswick—Despite the fatal shooting of two Moncton policemen last December, the New Brunswick Federation of Labour has adopted a resolution supporting the Canadian

Labour Congress in its plea for complete abolition of capital punishment.

The resolution, however, was the subject of heated debate among the 350 delegates to the federation's annual convention in Moncton, and it was adopted only after it was first referred back to a committee for an amendment specifying life imprisonment for convicted murderers.

Other resolutions adopted called for abolition of the Civil Service Act and the Civil Service Commission, re-implementation of the federal subsidy on milk, and government programs providing free drugs, dentures, hearing aids and glasses for the elderly.

A policy statement on wages and incomes condemned wage-and-price controls and recommended a minimum wage of $3.50 an hour, a cost of living allowance geared to the Consumer Price Index in all social security benefits, and the reopening of collective agreements that do not expire "for a reasonable time" to provide for cost-of-living-allowance clauses.

Federation president Paul LePage, in his report to the convention, criticized a "deliberate campaign by some members of the legal profession" to hold up certification procedures before the provincial labour relations board.

"Not only have certain lawyers in the province continually offered their services to management as union-busters and constantly appeared before the board in this capacity, but the same element has made it a practice to encourage management to appeal board certification orders to the Supreme Court," LePage said.

LePage was re-elected president along with the entire executive, with one exception—Fred Hodges, who retired as a vice-president, was replaced by William Petrie. Others on the executive are secretary-treasurer Alvin Blakely and vice-presidents Garry Murray, Tim McCarthy, John McEwen, Rolland Blanchette and Phil Booker.

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"I'm all for the four-day work week—that means we can't be called bums on the fifth day."

P.E.I.—The Prince Edward Island Federation of Labour wants free ferry service to the mainland for residents of the island. A resolution to this effect was adopted by delegates to the federation's annual convention, in Charlottetown.

Other resolutions asked for government-operated, no-fault insurance, continuous federal inspection of all butcher shops and food processing plants, tighter enforcement of safety regulations in the construction industry, reinstatement of the death penalty for all convicted murderers, and the establishment of adequate day care centres.

The death-penalty resolution was adopted after a vice-president of the federation, Bob Crockett, a 10-year veteran of the Charlottetown police force, said armed robberies are increasing throughout the island.

Donald Montgomery, secretary-treasurer of the Canadian Labour Congress, in an address to the convention banquet, reiterated the CLC's appeals for a guaranteed minimum income and an "adequate" retirement income for all Canadians.

Federation president Jim Gyurus urged the delegates to give labour strong leadership as a reform movement. He said at the present time the oil, food and real estate industries are rigging shortages and fixing prices.

And Floyd Buell, president of the P.E.I. Public Service Association, told the delegates government proposals for wage restraint were really proposals for "rage restraint" and that workers, faced with higher living costs, should not have this restraint placed on them.

Gyurus and Crockett were both re-elected. Others on the executive are treasurer Leonard Murphy, secretary John Lee, trustee Rita Lutz and vice-presidents Leo McCormick, Lorne Cudmore and Eugene Jessome.

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Toward a New Economic Order

Within a generation, a substantial part of Canada's manufacturing activity—particularly the more labour-intensive operations—will be relocated in other countries, according to George Post, vice-chairman of the Economic Council of Canada.

Speaking at the annual convention in Toronto of the Canadian Manufacturers' Association, Post portrayed a Canada of the future producing goods demanding high technology rather than sheer manpower.

He listed three major influences on the country's economy during the next decade and beyond:

- A change in demographic patterns requiring a reorientation of industrial activities;

- Shifts in the location of production around the world;

- Changes in the expectations of workers, consumers and citizens, and more demanding standards of corporate conduct.

By 1985, Post predicted, Canada will enter a period of pronounced labour shortage, "perhaps more severe than that being encountered in other advanced nations." The rate of labour force growth will fall from an annual average of 3.3 per cent in the ten years 1964-1973 to 2.8 per cent in the 1975-1980 period, and, unless net immigration is "extraordinarily high," to less than 2 per cent annually in the 1981-1985 period.

This situation will be prompted by a pronounced decline in birthrates, exhaustion of the labour reservoir in the countryside, and a slowdown in the growth of the female workforce, he explained. Although traditional sources of immigration are drying up, Canada is unlikely to take in larger numbers of immigrants from Asia, Africa, Latin America, and the Caribbean.

"The evidence we have on situations of this kind in the past," he told delegates to the CMA meeting, "suggests that a population slowdown tends to produce a climate of uncertainty, which contributes to a slowdown in capital expenditures, leading to a deterioration in the average performance of the economy.

"Given the goal of full employment...this slowdown seems likely to give rise to destabilizing forces as governments try to restimulate demand in order to avoid unemployment. Their efforts will, however, bring to light an increasing shortage of labour, capacity constraints, and rising wages."

Meanwhile, the developing countries are likely to compete much more aggressively in international markets for manufactured goods, so that within 10 years Canada will probably no longer be producing basic commodities such as automobiles, trucks, standard electrical and electronic appliances, textiles, clothing and footwear, office and home equipment. They would be moved to low- wage, labour-abundant countries.

Post described Hong Kong, Taiwan, Korea and Singapore as "efficient producers of a wide range of consumer goods and other items of adequate to excellent quality." Brazil, Mexico and other Latin American countries are on the way to becoming "major economic performers." Iran, Algeria and Nigeria have the potential to turn their oil revenues into accelerated development of industry.

"This new trend of events will no doubt be spearheaded by...the multinational corporations, whose global reach makes possible a shift in international production logistics with only minor changes in their distributional and marketing arrangements."

Although the transition to a new economic order is likely to be difficult and destabilizing, Canada should adapt to this prospect rather than fight it, Post believes. "Our future prosperity and our relations with the developing countries are dependent on our doing so."

Like other countries that are short of labour, Canada will have to concentrate on areas of production where the quality of the workforce is more important than its size.

"Our response...must be to use our manpower more effectively and to specialize more in areas of our greatest comparative advantage, while increasing our imports of standard processed goods—a trend that would be consistent with the current evolution of our society and the evident preferences of our people."

For the manufacturing industry as a whole, survival will depend on a shift to high technology industries where a number of Canadian firms, not all well known, are "coming up to achieve international standing." Construction-related activities and capital goods such as transportation equipment and communications are some areas where Canadian firms would be able to compete successfully with foreign manufacturers.

Future prosperity depends also on products linked to Canada's resource base. Many of the country's primary industries are "well placed to succeed in the post-industrial system." They are mostly organized already into powerful multinational corporations, their output is likely to be in growing demand as industialization proceeds overseas, and they "involve heavy employment of quality labour."

Post pointed out that the geographical shift in the location of industry conforms with the "global need to reduce the disparities and tensions between developed and developing nations.

"There seems little hope of accomplishing any real breakthrough on this geopolitical issue by relying solely on government aid and transfer payments. World peace may depend upon 'trade not aid'."

The change is also consistent with the aspirations of young Canadians for jobs that require "a fair amount of education and training," and that promise to provide interesting and varied careers. In the post-industrial society toward which Canada is moving, most of the jobs will be "knowledge intensive" tasks involving a demand for specialized skill and training at all levels of management, operation and staffing.

Another important development is "the nature of the demands that people in the advanced liberal democracies are nowadays making on their societies." Post believes that "people are no longer content simply with a rise in material wealth, regardless of the costs that this may involve in non-economic terms."

A shift in social values is already apparent in Canadians' growing concern over pollution, safety, product quality, regional disparities, domination by foreigners, and the distribution of power in society.

Over the past 10 years, these demands have been addressed largely to governments, which have responded by erecting "an impressive structure of new arrangements to improve the human condition.

"Now, however," Post continued, "I sense a widespread concern about the proliferation of the powers of government and about the cost of the bureaucracy that these functions have required."

From now on, he predicted, government is likely to focus to a greater extent on regulating the private sector toward socially desirable goals rather than on interverning directly to compensate for the "deficiencies" of the system.

International Labour Conference—1975

The foundations of a worldwide campaign to improve the working environment were laid by the 60th International Labour Conference, held June 4 to 25 in Geneva. The campaign is aimed at protecting the worker's life and health, giving him adequate free time for rest and leisure, and providing work that is personally satisfying.

In three weeks of negotiation, some 1,500 government, employer and worker delegates and advisers from 119 of the ILO's 126 member countries reached agreement on policy guidelines designed to benefit the majority of the world's 1,600 million workers.

In a policy declaration, they reaffirmed the right of women workers, who number more than 500 million, to equality with men in employment.

A convention and recommendation were adopted to promote the creation of organizations of rural workers, who are generally poor and unable to improve their working and living conditions because they lack strong organizations to defend them.

Another convention and recommendation were adopted to encourage ILO member countries to modernize their training and vocational guidance policies and programs so as to create a labour force that is able to adapt to changing conditions.

A third convention and recommendation set out policies to abolish the exploitation and illegal employment of migrants and to put them on an equal footing with national workers.

In his report to the conference, ILO Director General Francis Blanchard called on governments, employers, and trade unions to take urgent action to make work more humane.

The conference debate highlighted four types of action: improvement of rural working conditions in developing countries, reduction in the rate of occupational accidents, measures to increase job satisfaction, and the

preparation of new international labour standards on the working environment.

Blanchard pointed out that the long-term trend to fewer working accidents and illnesses had recently come to an end, with deaths still numbering some 100,000 a year in industry alone. "The figures are disturbing not only because of their size but also because they reveal a complete lack of progress," Blanchard said. He deplored lack of public interest in the problem. "Unfortunately, it has been found difficult to arouse public opinion to the gravity of the situation...people take only a passing interest when a particularly spectacular disaster occurs."

Common causes of accidents are falls, dangerous machinery, slow-acting toxic chemicals, radiation and the laser beam. Sectors where accidents are most frequent are mining, construction, engineering and farming.

Health hazards in agriculture include illness due to climatic conditions; repeated and prolonged contact with animals, insects, chemicals, certain plants; and enormous workloads, exertion and nervous stress.

"Moreover, wherever agriculture has been modernized there has been a large increase in employment injuries both through the aggravation of traditional hazards and through the appearance of new ones," Blanchard's report said. The most serious injuries result from accidents involving machinery and workers being crushed by overturning tractors. But agricultural workers in poorer countries are also exposed to undernourishment, poor education and insufficient health services.

Blanchard noted that workers, especially young people are no longer prepared to accept the traditional organization of work. Staff turnover, absenteeism, indifference to quality, falling productivity, aggressiveness and agitation "reveal strong resentment against repetitive work, excessive pace, lack of promotion and the hierarchical structure."

He said "deep-seated dissatisfaction" is no longer confined to the unskilled industrial worker. "The assembly-line approach—the fragmentation of jobs and separation between planning and execution—is spreading from the factory to the office. Blanchard suggested close attention be given to alternative methods of organizing work. And delay in making improvements "is likely, far sooner than we realize, to lead to disruption and disorder in the social system."

New international standards might include the question of worker participation in decisions concerning safety and health, ergonomics and the humanization of work generally.

Change is needed not only in industrial countries but also in developing nations, which, if they act in time, may avoid the ills of industrialization.

The ILO director general pointed to the need for research into selected subjects such as limits for exposure to dangerous substances. Results of research and of analysis by the ILO could be circulated around the world. Blanchard also envisages safety teams moving from country to country investigating problems and giving advice. The international campaign to improve working conditions is going to demand determination and time—perhaps 10 to 20 years or more—Blanchard observed.

Marking International Women's Year, delegates drew up a plan of action to guide national efforts to achieve equality of the sexes in the work place. The plan asks the ILO to "collect and analyse such statistical and other data on women and men from the developed and developing countries as are necessary for reviewing the status of women workers and measuring their total contribution to economic and social life." Another resolution invites the ILO to study the need for new

Conference president Blas Ople from the Phillippines and ILO director-general Francis Blanchard

international standards on equality of opportunity in employment.

A report by an ILO committee of legal experts says sex-based discrimination in wages is still widespread. And it was noted that a close relationship exists in each country or region between the condition of women and prevailing economic, social and cultural conditions.

The conference gave special attention this year to the implementation by member states of the ILO's Equal Remuneration Convention, 1951 (No. 100) and Recommendation, 1951 (No. 90). About one third of the ILO's member states have not yet ratified it, and in addition, nearly all countries are having trouble implementing the principle. Among such difficulties:

- Statistical data to measure the real discrepancies in men's and women's wages are generally lacking.

- Definition of the principle of "equal pay for work of equal value" is often imprecise.

- Even after the principle is accepted, discrimination is often reintroduced in a hidden form, as in the case of "light work" categories in which women are undergraded and underpaid.

- In many countries the labour market is still divided into jobs reserved for men and jobs traditionally held by women, which are usually at the bottom of the wage scale.

Member countries that ratify the new Human Resources Development Convention adopted by the conference will be required to provide training whenever it is needed throughout the worker's life. They will also have to co-ordinate their various vocational training policies and programs to promote employment and to attain economic and human development targets.

Training policies and programs planned according to the new concept would be backed by vocational guidance systems that can channel workers in the directions they are needed, and provide people with information on how and where they can best use their abilities.

The convention on migrant workers consists of two parts that can be ratified separately. The first part commits ratifying states "to suppress illegal employment of migrants" and to take measures against "illicit or clandestine movements of migrants for employment." Each state ratifying the second part undertakes "to declare and pursue a national policy designed to promote and to guarantee...equality of opportunity and treatment in respect of employment and occupation, of social security, of trade union and cultural rights, and of individual and collective freedoms for persons who as migrant workers or as members of their families are lawfully within its territory."

The convention invites member states to promote a social policy that takes account of the special needs of migrants until they are adapted to the society of the country of employment. ILO members should help migrant workers to be reunited with their families, take measures to prevent any special health risks to which migrant workers may be exposed, and give them and their families social service benefits on the same conditions as those enjoyed by nationals of the country of employment.

The new convention on rural workers commits ratifying states to "facilitate the establishment and growth, on a voluntary basis, of strong and independent organizations of rural workers as an effective means of ensuring the participation of rural workers, without discrimination... in economic and social development and in the benefits resulting therefrom."

ILO member countries "shall adopt and carry out a policy of active encouragement to these organizations," so as to eliminate legislative and other obstacles to their establishment, their growth and the pursuit of their lawful activities. Member countries shall also take steps to promote the widest possible understanding of the need to further the development of rural workers' organizations.

The new convention defines rural workers as those engaged in agriculture, handicrafts or a related occupation in a rural area, whether as wage earners, tenants, sharecroppers of small owner-occupiers, working the land themselves, or with the help of their family only, or with the help of occasional outside labour.

The recommendation says rural workers' organizations should be able to:

- take part in negotiations and consultations at all levels, and in the planning of rural development programs;

- promote access of rural workers to services such as credit;

- help improve education and vocational training;

- contribute to the improvement of working and living conditions;

- encourage the development of social security and basic social services.

The conference also adopted resolutions on human and trade union rights in Chile, rural development, the contribution of small and medium undertakings to economic and social progress, vocational rehabilitation and social reintegration of disabled or handicapped persons, industrialization, and future ILO action in the field of working conditions.

The conference discussed ways to promote the implementation of international labour standards through the establishment in member countries of tripartite machinery bringing together government, employer and worker representatives. It adopted conclusions as a basis for a draft convention and recommendation to be placed before next year's conference for adoption. The convention would require member states to establish and operate appropriate consultative procedures.

Work was started on agreements to be completed next year to encourage consultation and co-operation between governments, employers and workers in measures to improve the application of the 143 conventions and 151 recommendations which now make up the International Labour Code.

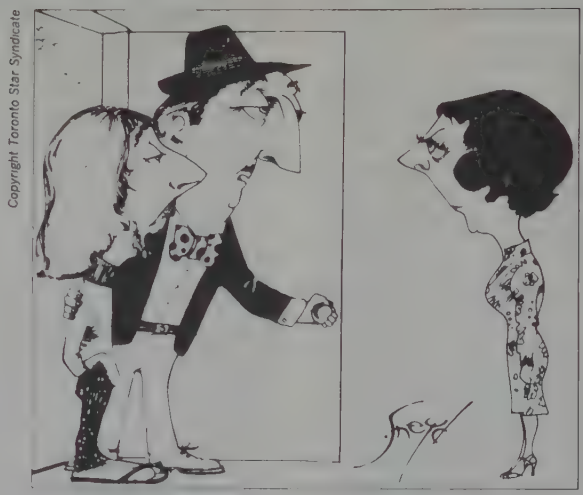
The conference adopted a net expenditure budget of $143,982,000 for 1976-77 and elected a new and enlarged governing body for 1975-78. A constitutional amendment increased the body from 48 seats to 56 (28 governments, 14 employers and 14 workers), permitting broader geographical representation of the ILO's growing membership. Canadian Labour Congress President Joseph Morris was among the 14 workers' delegates elected to the new governing body.

The conference amended its standing orders to enable liberation movements recognized by the Organization of African Unity or the League of Arab States to be represented at the general and regional ILO conferences.

Under the new rules, the conference heard addresses by representatives of the Palestine Liberation Organization and the African National Congress (South Africa).

Blanchard said the ILO was "not a political organization;" political aspects of social questions were considered to the extent necessary to achieve the social objectives of the organization, in accordance with tripartism and the "scrupulous observance of the standing orders."

"May I be allowed to say that our organization merits neither an excess of indulgence nor an excess of severity for its actions or omissions. Let us refrain from any judgment, any attitudes, any measure which, while aimed at the organization, or intended to hamper its actions would at the same time affect those millions of workers who, as has repeatedly been said from this very rostrum, owe so much to the ILO, and the millions more who still expect so much from it."



"I think we finally bridged the generation gap—we're both out of work."

Ottawa Conference

Renewed Interest In Labour Education

by Sharleen Bannon

A new era of union demands for improved formal labour education has begun in the Canadian labour movement after a 20-year gestation period.

Demands for paid educational leave for workers, increased public funding for labour education, and more collaboration between trade unions and post-secondary institutions, emerged from a recent Ottawa conference on labour education.

The demands, contained in a 10-point policy paper drafted at the conference, are now being studied by Labour Minister John Munro, the Canadian Labour Congress, provincial governments, and some universities and community colleges.

Munro told the conference that "labour education is one of my most important concerns as minister of labour...

"My department is presently undergoing a thorough review of its role and goals and I know that the question of responsibility for labour education is one which will be receiving my very close attention."

This may indicate plans for increased federal funding and participation in the field of labour education, particularly by the labour department, which currently spends only about $40,000 a year on labour education, in the form of grants to university professors and graduate students for research on labour matters.

The conference, attended by about 150 union officials and labour educators, was sponsored by the Canada Department of Labour, the Canadian Labour Congress, and the Canadian Association for Adult Education.

A formal report on the conference is expected to be published by the federal labour department sometime this fall. But it is likely to be several months at the very least before government, unions, or educators respond to the policy paper, or act on its proposals.

In the meantime, several issues, trends, and statements arising from the conference are worthy of note:

Munro—"one of my most important concerns"

Markle—"labour not well served"

Kidd—"IQ tests perverted"

Although the conference touched on the widest interpretations of labour education, its primary focus was on the right of workers to tertiary education, and on the relationship between unions and universities and colleges.

On the general issue of the labour movement's right to its fair share of dollars spent on college and university education, predictably, a consensus was reached.

The observation that "labour is not as well served by education as are other sectors such as business, the professions, or agriculture," was made by Gower Markle, director of education for the United Steel Workers of America.

His sentiments were echoed by Julien Major, executive vice-president of the Canadian Labour Congress, who added that unions, currently neglected by teaching institutions, should be recognized as legitimate representatives of Canadian society.

"Canadian society is polarized between a small minority of higher educated persons and the vast majority who haven't got this education. The latter group must bear the burden of taxation to educate the former. Unions have a right to make decisions affecting worker education."

In the same vein, Jean-Pierre Belanger of the Quebec Federation of Labour told the conference that the QFL has requested government funds for labour education in Quebec at least equal to the amount government spends on management studies in colleges and universities.

The fact that continuing education is available to and readily pursued by government officials, professionals, and management, but has usually been denied to workers, was pointed out by Roby Kidd, secretary-general of the International Council for Adult Education.

"Labour is not as well served by education as are other sectors such as business, the professions, or agriculture"

The conference noted, however, that there are some outstanding examples of labour education programs currently being offered in Canada.

The Canadian Labour College in Montreal, the Atlantic Region Labour Education Centre (ARLEC) at St. Francis Xavier University in Antigonish, Niagara College of Applied Arts and Technology in Welland, and the University of Manitoba in Winnipeg, emerged as model programs. Many of them were spawned at the last major conference on labour education held in 1956.

Each of these programs is governed by boards with equal representation from labour and the associated college or university, a policy the conference made clear is to be continued and nurtured in these and future programs.

The variance in academic stature, course content, and duration, however, was evident in examining the existing programs, revealing a somewhat fragmented approach to labour education in Canada.

Intended primarily for union officials, the Canadian Labour College, a joint program of McGill University, University of Quebec in Montreal, and the CLC, awards a certificate on completion of an eight-week residential course.

The ARLEC program offers two-week courses also geared to senior union officials. Niagara College awards a certificate in labour studies on completion of an eight-course program, and the University of Manitoba awards a certificate in labour

studies on completion of a three-year program offered by its Faculty of Management Studies.

The issue of college or university-level credits, admission standards, degrees, and diplomas was discussed, but not resolved by the conference.

Kidd pleaded for the freeing of labour education in colleges and universities from what he termed "pedagogical impedimenta." He charged IQ tests and credits are often "perverted to exclude people" from the education to which they are entitled.

He also warned that "labour education cannot and should not be pursued for its own sake or in isolation," and urged more university-union co-operative approaches to education, which he said would benefit all of society.

Similar views were expressed by Herbert A. Levine, director of the Labour Education Centre at Rutgers University. He rejects any notion that universities should offer labour programs on a non-credit basis or "that trade unionists should go to school for learning's sake and everyone else for degrees."

Unions have a right to make decisions affecting worker education

Levine's stand in support of recognized degrees and diplomas for labour studies was upheld by another American, Fed Hoeler, director of the AFL-CIO Education Centre in Washington, D.C. Hoeler said he considers it a step forward for the labour movement that his institution, funded solely by the AFL-CIO for its members, offers degree programs in labour studies in conjunction with major U.S. universities.

An opposing view was expressed by Michel Lizée, a professor in the Department of Continuing Education at the University of Quebec in Montreal. He was adamant that universities should offer labour programs on a non-credit basis; otherwise the university could perhaps control labour education through academic standards. Lizée said many university requirements and standards are not appropriate to an action-oriented group like unions.

Clearly, Canadian trade unionists are faced with the decision of whether or not they want Canadian universities and colleges to establish degree and diploma labour studies courses. If they decide in favor of degrees and diplomas, it would be a departure from the current labour education programs that are generally of a short-term, non-academic nature.

In addition to the conference's demands for increased public funding, was the demand for paid educational leave for rank and file members as a legislated right or as a guarantee under a collective bargaining contract.

The demand for paid educational leave by Canadian labour is in accord with the convention adopted by the 1974 ILO conference and which has yet to be ratified by Canada or any other ILO member.

Herbert A. Levine, director of the Rutgers University Centre for Labour Studies seemed to surprise many delegates when he told them the practice of paid educational leave is not unknown to many unions in the U.S. and Europe.

"Unions have fought for wages and working conditions, for health and safety provisions, for legal services, and for other fringe benefits. Only recently have they discovered that education too, is and should be, a collective bargaining fringe benefit."

He said a New York City local of the International Brotherhood of Electrical Workers has bargained for 1 per cent of the company's payroll to be allocated to a $10 million-a-year workers' education fund.

He also told of a plumbers' union in the U.S. that has negotiated an education fund into which the employer pays 11 cents an hour per employee for the purpose of upgrading the skills of plumbers.

Continuing education is available to and readily pursued by government officials, professionals, and management, but has usually been denied to workers

Levine urged Canadian union leaders to demand all ranges of paid education for workers—high school equivalency, trade union education, skill-upgrading, and university or college. Unions can and should negotiate hundreds of millions of dollars for worker education, he asserted.

Despite these demands for employers to share the cost of worker education, and for a greater share of tax dollars for labour education, the conference policy states, somewhat paradoxically:

"The primary responsibility for workers' education and training lies with the labour organizations."

Nevertheless, the conference made it clear that the labour movement wants a strong voice in influencing the education of its members in publicly-funded institutions at the college and university level.

Union spokesmen at the conference stated, however, that they neither want

OECD Views on Worker Education

A more coherent philosophy for adult education and training opportunities is now urgently needed—not as a second-class supplement to the formal education system, but as a closely co-ordinated part of a broader education system...

Such an approach can be effectively implemented only in conjunction with supportive policies in the work situation. In particular, it requires effective provisions for educational leaves of absence, and some degree of industrial representation to ensure that every worker has a fair chance to exercise his rights.

New patterns of finance will be needed if such approaches to adult education are to be implemented effectively. The large amount of training that already takes place in enterprises has a significant impact on the earning capacity of those who receive it. ...Public policy should ensure an adequate overall level of training opportunities and a reasonable social distribution of such opportunities, and assist in the more effective integration of education and employment.

A significant policy development in this field is the 1971 French law on continuing education. This allows up to 2 per cent of a firm's labour force to be away on educational leave of absence, and provides for a minimum proportion of the wage bill—at present 1 per cent rising to 2 per cent by 1976—to be devoted to the financing of such leave. The law is still in its infancy, results are only beginning to emerge, and it is difficult to estimate how much of the increase in training opportunities is due to the law's initiative.

A similar law, passed in 1973 in Belgium, gives all full-time workers under 40 who are studying in the evenings the right to be absent from work, on full pay, for a certain number of hours.

In Germany, the Labour Promotion Act of 1969 constituted another step toward establishing the right of employees to take up education, with extensive compensation for expenses and loss of pay, although... an analysis of the participants in 1970 reveals that younger employees (those under 35) are the most heavily involved and that people with the least amount of formal education are under-represented.

Other significant developments include the 1974 agreement reached in Italy between employers and the Confederated Metalworkers Union, giving workers the right to 150 hours of paid educational leave over a period of three years, and the recent law establishing a general right to leave of absence for educational purposes.

Even if provision were made along the lines of the above examples, would adults be ready to take these opportunities? This is a crucial question because full-time education is expensive, both for individuals who might have to forego income and for employers or governments who compensate them for loss of income. Security or re-entry into employment and protection of seniority rights are therefore key issues...

One solution to these concerns is part-time courses. But experience shows that many employees find it hard to attend courses regularly, even where specific arrangements are made to release them. Others are unable to satisfy the requirements because they live outside the large metropolitan areas that can provide a wide range of facilities. Some, quite naturally, find it difficult to get down to study after a hard day's work, particularly when the journey to work and back is a long one. For all these reasons, the drop-out rate from adult part-time courses is normally very high.

In the long run, the key to releasing any pent-up demand is likely to be a positive and active attitude on the part of employers and trade unions, which would place education and training in the context of career development for substantial numbers of working people.

From ***Education and Working Life in Modern Society***, a recently-released report on the relationship between education and employment, prepared by an ad hoc group of the Organization for Economic Co-operation and Development (OECD). Sylvia Ostry, Canadian deputy-minister of Consumer and Corporate Affairs, was a member of the six-person international group that prepared this report.

nor expect universities or colleges to offer what they term "tool courses" such as shop steward training, which they regard as an internal responsibility of the unions.

The conference dealt also with the need for research on labour-related matters. Jean-Guy Frenette of the Quebec Federation of Labour noted that the union movement is increasingly pressed to do more research: "We are pressed on all sides to find solutions to all manner of social problems...more and more, unions are expected to contribute to shaping our society."

He urged unions to carry out their own research because, he said, it is quite incompatible with university-style research; but some joint research programs could be successfully undertaken, particularly at IRAT-

Education is and should be a collective bargaining fringe benefit

l'Institut de Recherche Appliquée sur le Travail.

IRAT is an independent institute sponsored and administered by the QFL, CNTU, University of Montreal, McGill, Laval, University of Quebec in Montreal, and the Quebec Teachers' Federation, and receives financial assistance from the Quebec Department of Education.

Frenette maintained, however, that unions should undertake their own research in the fields of income security, labour law, safety and health, and economic aspects of labour relations.

Yves Dulude, director of IRAT, sees no point in unions attempting to duplicate the scientific research facilities of universities, but says that unions should have access to these facilities and that universities owe it to labour to do the scientific and medical research labour requests.

Lizée, from the University of Quebec, said his university, which recognizes its responsibility to unions, offers extension courses on labour education and undertakes research the unions request.

On a more general topic relating to labour and education, delegates to the Ottawa conference called for increased awareness of the contributions of trade unions to Canadian history and

Kaplansky's View

Obviously adult education is relevant to trade unions. As a matter of fact it is an essential element in their continuing struggle to survive and grow. But because of its very importance it cannot be treated lightly by universities, or for that matter any outsiders.

No free trade union will knowingly permit a university or any other agency to determine the content and delivery system of its membership education without adequate consultation and participation.

It has become quite obvious that in order to establish meaningful dialogue and co-operation with organized labour, educators cannot hope to achieve a minimum of success if they do not:

—become intimately and thoroughly familiar with their constituency, their problems, aspirations and frustrations;

—involve the trade unions concerned in a genuine process of consultation and joint co-operation.

The concept of paid educational leave for employees is no longer a dream, but has now become a reality in many countries...The implications of this new concept are quite evident. Namely, that working people should have the right to educational opportunity without having to give up their jobs or to sacrifice their income or any other benefits.

It is not a privilege to go to school, it is a right. Second, workers must have the right to decide for themselves what the educational program shall be.

Education and training programs should be developed with the three-fold objective of being relevant to the national interest, to the specific industrial enterprise or other workplace, and last but not least...to the needs of the individual as an intelligent member of his society.

Kalmen Kaplansky
Director, Canada Branch, International Labour Office. The above is quoted from a recent speech to the Annual Meeting of the Canadian Association for University Continuing Education.

suggested that they be mentioned in primary and high school text books.

The delgates said labour history and the philosophies behind it are valid, though neglected, subjects that should be taught in Canadian schools.

A general assessment of the union movement's views on labour education in Canada was made by Coolie Verner of the Adult Education Research Centre at the University of British Columbia on the basis of his research:

"Although some have done so, the majority of unions in Canada have not formulated or implemented a specific policy on the role of education.

"Too many unions at all levels do not recognize and accept the fact that education is an indispensible prerequisite to all other matters of concern...

"The education of union members often appears to occur sporadically and unsystematically with a resultant waste of effort and resources.

"This occurs because there are so many diverse units involved in education at different levels, and there is a need to maintain a concerted, co-ordinated, and articulated approach to union education."

Some of the challenges facing those who wish to expand and improve labour education in Canada were summarized by Brian Pearl of the Economics and Research Branch of the federal labour department in a background paper for the conference: "[Labour education] will require increasing interest on the part of governments, universities, and the union movement for the immediate and long- range future, and the securing and application of new resources, both intellectual and financial.

"The education of union members often appears to occur sporadically and unsystematically"

"The challenges and needs of labour education are greater than ever before, but so are the resources that can be brought to bear and also, it would appear, the desire of all the parties involved to co-operate in continuing and expanding their efforts to meet that challenge."

Some labour education projects currently in the planning stage include a labour education program under the sponsorship of the CNTU, QFL, and University of Quebec; a B.C. Labour Education Centre supported by the B.C. Labour Department; and a proposed National Institute for Labour Studies and Research at McMaster University in Hamilton.

The outcome of these plans, together with the responses of government, labour, and educational institutions to the proposals made by the conference are likely to shape the direction of labour education in Canada in the foreseeable future.

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Faculty Members Turn To Collective Bargaining

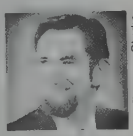
by Roy LaBerge

Professors on several Canadian campuses are seeking collective bargaining rights under provincial labour legislation despite allegations from some critics that this will move them from a position of professional privilege to a master-servant relationship.

Unions for professors are not new. The faculty union at Notre Dame University in Nelson, B.C., the first ever certified in Canada, is negotiating its fourth one-year contract. Professors at St. Mary's University in Halifax are also represented by a union. And between 60 and 70 per cent of French-language faculty members in Quebec are represented by organizations with full collective bargaining rights.

From a position of professional privilege to a master-servant relationship

A former editor of ***Canadian Labour****, Roy LaBerge teaches social science at Algonquin College, Ottawa*



Thomas Studio

But talk of unionism among professors was given fresh stimulus during the 1974-75 academic year when administrators of several universities said they might have to reduce teaching staff in the face of a tightening financial squeeze.

Hence this situation on Canadian campuses as the 1975-76 academic year approaches:

In Ontario, professors at Ottawa's Carleton University, through their Academic Staff Association, have been granted certification. Faculty members at the University of Ottawa and at York University in Toronto have voted to seek certification and are expected to make formal applications soon. Professors at the University of Windsor and at Lakehead University are considering the possibility of following suit.

In New Brunswick, St. Thomas University has challenged the certification of its professors' association by the provincial labour relations board, on the grounds that universities are not subject to labour relations law. The professors await a court ruling.

In Manitoba, the faculty association at the University of Winnipeg has won certification and is negotiating its first contract.

In Saskatchewan, the professors' association is studying its status under provincial labour law, and intends to seek certification. The Manitoba Act states that a union has voluntary recognition in fact if it has been bargaining over a certain period of time and under certain conditions.

Unionism would contradict the move by professors for a greater share of university government

At the University of Alberta, the professors' organization can not be certified under the labour relations act because the university is considered a public institution. The association has the right, however, to negotiate with the provincial government on a limited number of issues.

At the University of British Columbia, the professors applied for certification but then changed their minds in a narrow vote. Instead, they now are seeking an alternative route, somewhat similar to the Alberta pattern. Simon Fraser University faces the possibility of having to deal with a professors' union—even though faculty members have not sought one — because of a proposed merger with Notre Dame.

However, professors at two of the country's biggest universities—McGill in Montreal, and the University of Toronto—have not applied for certification. But the Graduate Assistants' Association at the University of Toronto has been recognized as bargaining agent for more than 2,000 graduate and undergraduate students who are paid, part-time teaching assistants, tutors, markers, instructors, and laboratory assistants.

The certification of this class of "teacher- student" is believed to be the only one of its kind in Canada, although similar groups have been certified in at least two universities in the United States. An increase in certifications of this type could further complicate the situation in which non-unionized professors would find themselves.

James Eayrs, a political scientist at Toronto, describes the idea of professors forming a union as "preposterous".

He is by no means a lone critic of professors' unions. Many faculty members feel a loss of status in having their negotiators line up with representatives of cleaners and secretaries to wait their turn at the bargaining table.

A case against the unionization of professors has been strongly stated by Jeffrey Holmes, executive director of the Association of Atlantic Universities. He is also a member of the committee on academic freedom of the Association of Universities and Colleges of Canada.

A strike by professors would fail because "university students don't need baby sitting"

Holmes, who stresses that his position is a personal one, maintains that professors will lose their professional privileges if they join unions. Collective bargaining "is contrary to the spirit of the professor and the university," he says.

Holmes puts forward these arguments against unionism:

- Professors will find working conditions, as well as salaries, subject to collective bargaining.

- Collective bargaining seems to contradict the move by faculty during the 1960s for a greater share of university government: "It seems impractical for workers to bargain with a management group on which they will have representation."

- A strike by faculty members would not succeed because university attendance is not compulsory and because "university students, unlike elementary and secondary- school students, do not need baby sitting." He also finds neither strike not lockout to be "appropriate in an institution dedicated to the use of reason."

Holmes put forward his arguments in an article in *University Perspectives*, the University of New Brunswick's fortnightly periodical.

They do not, however, impress Jill Vickers, an associate professor of political science who led the move for recognition at Carleton University before she stepped down as president of its faculty association in June.

She says professors have always had a master-servant relationship with the universities "in contract as well as in reality". The department of national revenue recognizes this by taxing faculty members as employees rather than as self-employed professionals, she argues.

And she maintains that faculty members gained little in their efforts to attain representation on university governing bodies: "Often junior people are elected to the Senate, and they have less ability to stand up to the president or the board of governors,

Faculty members gained little from their efforts to attain representation on governing bodies

all of whom used to be Senate members under the old system."

Vickers argues also that many of the committees on which faculty representatives sit are advisory rather than decision-making. She adds that most universities don't have open budgeting and that, until they do, "you can't claim academics have any real

The expansion of education and the increasing bureaucratization of universities are producing more and more dissatisfaction among professors. *Kalmen Kaplansky,* director of the Canada branch of the International Labour Office, says his own experience as a member of a board of governors confirms this. In a recent address to the Canadian Association for University Continuing Education, Kaplansky, who is also special adviser to the ILO director-general, quoted from a report in a German newspaper, *Frankfurter Neue Presse,* on a research project involving higher education in West Germany:

"Academic freedom is nothing but a myth. Professors are caught up in a gigantic machine that puts them under an intolerable strain and cuts them to ribbons. Research will soon become impossible in the modern mass universities, whose prime aim is to process as many students as possible in the minimum possible time without regard to their suitability for study and the long-term demand for their talents on the labour market... "Today's professors are no longer quiet academics, but cogs in the production program of an education factory with planned output and a constant control of productivity...The material to be studied is increasing at such a fantastic rate that in many disciplines half of what is taught is obsolete in a matter of years...The jungle of special literature devoted to the constantly growing sciences is becoming more and more impenetrable all the time. In geography and allied sciences, 40,000 text books are published in a year, in biology 90,000 and in chemistry 200,000. But a university professor cannot just give these books to his students and leave the rest to them...He must keep in touch with latest developments in his own discipline and also keep an eye on what is happening in other sciences.

"Professors are expected by law to teach and do research, but today, as a professor with more than 30 years' experience said in Munich, it is more a question of teaching and going to meetings. One in every three professors at Munich University belongs to some collegiate body. Some of them have to spend 10 or more hours a week at meetings. One mineralogist complained bitterly: "I thought my profession had something to do with stones, but all I ever see is paper."

Professors in Canada make the same complaints, particularly about the increase in both literature and meetings. Kaplansky told his Canadian audience: "I am sure that you face similar problems in the field of education, because, after all, you are expected to be in the front lines of this continuing explosion of scientific knowledge and continuing changes of fashion, fads and pressures of public needs and priorities."

representation" in the actual management of their institution.

As for the strike weapon, Vickers is convinced that most faculties would rather opt for compulsory binding arbitration. "The professors at Carleton asked for it last year but were turned down."

Other weapons are available to professors, including withholding grades, a threat that was made, but not used, in Britain. During a brief study session by faculty at Carleton, campus switchboards were jammed by phone calls from part-time students who seemed more eager than full-time students to have their courses continued without interruption.

Most professors' unions would rather opt for compulsory binding arbitration.

Vickers suggests that faculty unions would not oppose the idea of making working conditions subject to negotiations. They would insist on it.

"At the present level of consciousness, university faculty would not strike for money," she said in an interview. "But I think it also fair to say that, whether unionized or not, faculty will fight for a lot of other issues involving academic freedom, the quality of education and the quality of the teaching environment."

One problem union negotiators face is that while the money for salaries comes from the provincial government, negotiations are conducted with the universities. "I can't see the government changing that," Vickers says. However, in Ontario, hospital

The money comes from government, but the union negotiates with the university

arbitrators awarded settlements that exceeded government-imposed hospital spending ceilings, forcing the government to come through with the money for the higher salaries. Vickers is confident professors would get substantial increases under voluntary binding arbitration.

University faculty members were relatively poorly paid until the late 1950s. As Holmes puts it: "We had the spectacle of distinguished Canadian academics retiring with a pittance of a pension."

During the 1960s, strong market forces started operating in the faculties' favour: a high demand for higher education—from government, business and individuals—and a short supply of professors, due in part to the low birthrate of the 1930s. Government, universities and industry competed for the available supply of university graduates.

Now, in the 1970s, the situation has changed. North America has a surplus of PhDs in several disciplines, and government, industry and universities no longer have to compete for staff in a seller's market.

The demographic picture has changed too. Most population projections predict a levelling off of enrolments in the 1970s and a decrease in the 1980s.

Because government grants are tied to enrolment, many Canadian universities now find themselves in a tight financial squeeze, and have threatened to reduce staff to cut operating costs. So faculty members are worried about their jobs, and see unions as a way of protecting them.

Vickers says that even those with tenure are not safe: "Tenure was never, in any sense in law or in precedent, the protection of your job. It obviously was intended to protect academic freedom and ensure due process. But if you went to court as a tenured faculty member who had been laid off, you'd probably get some recompense, but you wouldn't get your job back."

Faculty members are worried about their jobs and see unions as a way to protect them

Nor does she take university population projections seriously. She points out that while there now is total saturation of middle- class males in university enrolments, there's plenty of room for both middle-class females and working-class persons of both sexes. "And the projections never really take into account the effects of immigration, particularly of refugee immigration," she adds.

The move to unionism may also be an inevitable result of the growth in size of individual campuses. As one professor expressed it: Collegiality and goodwill may be enough on a campus of 100 teachers, but it is almost inevitable that the expansion of that same campus to 600 faculty members will produce elements of bureaucracy and alienation.

University growth means bureaucracy and alienation

Consequently, faculty members on several campuses want to negotiate "and not have consequences imposed upon us," as Donald C. Savage, executive secretary of the Canadian Association of University Teachers, put it.

An editorial in the *Ottawa Journal* predicts this dire consequence: "Now, alas, an adversary relationship will inevitably take over. Out of that, there will be no winners, neither unionized professors nor the administration—nor the forgotten students."

All You Wanted To Know About Industry-Wide Bargaining...

by Ed Finn

Many years ago, when the federal and provincial governments first drafted their labour legislation and union certification procedures, they were faced with the choice of granting certifications on either a broad or a narrow basis. Should they allow the entire workforce in an industry to belong to one bargaining unit, or should employees be divided occupationally and geographically?

They all opted for the second alternative: to split the workers into numerous small homogeneous groups. The rationale was that collective bargaining could be conducted successfully only if members of each bargaining unit shared a "community of interest" or an occupational affinity. In other words employees had to be doing essentially the same kind of work in the same location to be favourably considered for certification.

Most unionists ascribe an ulterior motive to the decision to keep bargaining units small and divided. They believe that the politicians thought they would thereby keep the labour movement weak, divided, and incapable of mobilizing overall membership strength behind its bargaining objectives.

Ed Finn, information director for the Canadian Brotherhood of Railway, Transport and General Workers union, writes a regular column on labour for ***The Toronto Star***

Photo Features

If that were indeed the intent of the legislators, it has certainly boomeranged on them. The ensuing proliferation of bargaining units has increased the number of disputes and work stoppages. Moreover, because most workers will honor picket lines, the impact of a strike by a small group is often far greater than its numbers alone could muster. An industry whose employees are fragmented into seven or eight bargaining units could therefore be shut down successively by each of them.

This, in fact, is what has happened in several key industries, including air transport, grainhandling and the Post Office. Prime Minister Trudeau complained about the chain reaction of strikes in these operations during the annual presentation of the Canadian Labour Congress to the federal cabinet last spring.

Most unionists ascribe an ulterior motive to the decision to keep bargaining units small and divided

"Because employees are divided into so many bargaining units," he said, "we are subjected to a series of successive disputes. We hardly get one settled than we are hit with another."

The Prime Minister, however, seemed to think that the fragmentation of

bargaining units was primarily the fault of the unions. "Why can't the unions get together," he asked "and have just one set of negotiations for all employees in such industries?"

The answer, of course, is that most unions would like nothing better than to consolidate and centralize their bargaining activities. But, as CLC President Joe Morris pointed out in his reply to Trudeau, the multiplicity of bargaining units is largely attributable to the legislative and jurisdictional barriers erected by the federal and provincial governments, and their various labour relations boards.

To cite an obvious example, it was the federal government that set up a separate administration for its employees when it granted them bargaining rights in 1967. Rather than bring them under the Canada Labour Code, it chose to pass another set of labour laws—the Public Service Staff Relations Act—and to establish yet another regulatory agency, the Public Service Staff Relations Board.

In the Post Office, the blame for bargaining division rests largely with the unions

That division, not union obstructionism, is what makes it impossible today to achieve joint bargaining in the grainhandling business and the airlines. The grainhandlers come under the Canada Labour Code and its board; the grain inspectors, weighers and samplers come under the PSSRA and its board. In air transport, the pilots, mechanics, flight attendants and clerks come under the Canada Labour Code; but the airport firemen, air traffic controllers and maintenance workers come under the PSSRA.

Labour Minister John Munro, in a speech on this subject last May at Thunder Bay, frankly admitted that this split in the federal jurisdiction was the main deterrent to joint negotiations of the kind urged by the Prime Minister. "If the various unions concerned were to form a joint bargaining front," he said, "which set of laws would cover their negotiations? Would my department or the PSSRB provide mediators or conciliators, if needed? With some of the workers having the right to strike and others denied it, how and under what legislation would a strike be conducted? These are just a few of the administrative hurdles that the government-created division of the federal labour jurisdiction has strewn in the path of a more centralized bargaining structure."

In the Post Office, the blame for bargaining division rests largely with the unions, who have allowed petty internal feuding to override the collective interests of their members. But even in the Post Office, Ottawa's certification policy has contributed to the disruptive effects of union factionalism.

When the Letter Carriers and the Canadian Union of Postal Workers dissolved their joint bargaining council last year and applied for separate certifications, the PSSRB could have refused. It could have insisted on a single bargaining unit for all postal employees. But it decided that the separate interests of the mailmen and the inside workers superseded their common interests as employees of the Post Office. So instead of retaining a single bargaining unit—which would have compelled the unions to stay together or fight it out for the allegiance of the entire postal workforce— the board granted them the separate status they sought. This decision perpetuated the divisions within the Post Office that the Prime Minister complained about.

In his Thunder Bay speech, labour minister Munro correctly perceived that it was up to governments and labour relations boards to take the initiative

Grainhandling is one of the more horrible examples of the jurisdictional tangle that has so divided collective bargaining

in promoting industry-wide bargaining. Only they have the power to clear away the "legislative logjams that now hamper unions and employers from developing more industry-wide negotiations on their own. Once these obstacles have been removed," he said, "the onus will be on labour and management; and only if they still prove unable or unwilling to expand the scope of their bargaining should there be any thought of further government intervention."

Munro added that, because of the jurisdictional complexities involved, "I look on it as at least a ten-year project." His estimate was not overly pessimistic. On the contrary, judging by the results of other efforts to co-ordinate federal and provincial responsibilities, he may have been too optimistic.

Grainhandling is one of the more horrible examples of the jurisdictional tangle that has so divided collective bargaining. The workers involved in the handling and movement of grain are represented by six unions in both the public and private sectors, employed by a dozen or more private companies and government agencies, and covered by several federal and provincial jurisdicions. Trying to uncomplicate that bureaucratic mess is like wrestling with an octopus.

Even in cases involving only one employer and one union, dispersion is often dictated by the location of plants in different provinces. The Chemical Workers, for instance, bargain with CIL under six separate provincial labour codes, necessitating separate negotiations in each province.

Despite this jurisdictional jumble, employers may sometimes agree to centralized bargaining. But it's risky. It works fine as long as voluntary agreements are reached, but if the talks break down, the diffused jurisdictions can lead to sheer bedlam.

One need only to look at what happened a few years ago when the Elevator Constructors launched their first major strike against the five biggest elevator firms. Because the negotiations had been national in scope, so was the strike. But no one government was responsbile for dealing with it. Each tried to settle the strike in its own way, according to its own laws and procedures. Some provinces enacted back-to-work legislation. Some tried to mediate a settlement. Some applied for court injunctions. And some appeared willing to let the strike drag on indefinitely. it was little wonder that the strike, in various guises, lasted more than a year. it was a nightmarish illustration of the legislative labyrinth our nation's labour relations system has become.

Munro correctly apportioned the blame for this muddle among labour, management and government. As he pointed out, prior to the 1940s most unions functioned on a craft basis, which gave legitimacy to the narrow definition of "appropriate" bargaining units adopted by governments and their labour relations boards. And despite the advent and growth of industrial unionism, the labour movement remains divided into an unduly large number of unions.

Most unionists will candidly admit there are far too many unions, and that the welfare of workers would be much better served by a consolidation into fewer, larger organizations. But it is fallacious to infer that organic union mergers are essential to achieve wide-scale bargaining. The same results can be obtained through the formation of multi-union councils, which enable unions to enter into a joint bargaining relationship while preserving their separate identities. The 17 railway unions, for example, have had bargaining coalitions of varying sizes since the late 1940s; and in the last round they were able to forge a united front of all the unions.

Generally speaking, unions are much more favourably inclined toward industry-wide bargaining than are employers

Such all-encompassing negotiations, of course, also require the consent and co-operation of employers. Where an industry is composed of two or more companies, they too must combine their forces if industry-wide bargaining is to take place. If for any reason they do not wish to negotiate jointly with all the unions representing their employees, they can frustrate the unions' wishes so long as the unions retain their separate identities and certifications. Fortunately, the two big railway companies, Canadian National and Canadian Pacific, have agreed to bargain as a team; but either is free at any time to break up that arrangement and insist on negotiating separate contracts.

It should also be remembered that industry-wide negotiations on the railways have been greatly facilitated by the monolithic jurisdiction under which that industry operates. Because it is a national transportation service, it comes under the federal (Canada Labour Code) jurisdiction, and all the unions are certified by the Canada Labour Relations Board. Without this legislative congruity, the bargaining fusions of both unions and employers would have been unattainable, no matter how much each party may have desired them.

Generally speaking, unions are much more favourably inclined toward industry-wide bargaining than are employers. The Canadian Labour

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"Miss Smith, take an ultimatum "

Congress welcomed Munro's proposal and asked only that the existing legislative barriers be removed. The Canadian Manufacturers' Association issued a statement saying it would oppose any move to legislate industry-wide bargaining except where it was voluntarily agreed to by both parties. The CMA argued that more centralized bargaining would lead to bigger strikes, would not reduce the overall toll of lost production, lost wages and lost service, and would make it more difficult to obtain rank-and-file ratification of negotiated agreements.

The CMA's opposition assumes, first of all, that the choice is between many small strikes and one big one. But, Munro pointed out, even a strike by a small group of employees in a key industry can cause as much disruption as a general walkout if—as is usually the case—picket lines are honored by non-striking workers.

"The choice," said Munro, "isn't really between a series of small strikes and one big one, but between one big one and a series of big ones."

It follows, therefore, that a reduction in the number of strikes would indeed reduce substantially the total lost production and service.

The CMA's charge that broadly based negotiations would make contract ratifications more difficult is also questionable. On the contrary, there is every indication that favourable votes would be encouraged. In the railway industry, the votes of each component union are pooled to get the aggregate result, on the legitimate grounds that unions that bargain jointly should also vote jointly. The voting patterns in recent rounds of bargaining have disclosed a tendency for some occupational groups, and others in the high-wage urban areas, to vote against proposed settlements. But their negative ballots have been more than offset by the majority of affirmative votes from railway workers in other regions and classifications. If the negotiations were fragmented on a regional or occupational basis, some of them would almost certainly result in settlement rejections and strikes.

Granted, it is not a healthy situation to have dissatisfied minorities overwhelmed in a larger grouping; their frustration can trigger wildcat strikes and other forms of rebellion. But, from the standpoint of getting a favourable ratification vote, it can safely be said that, the more regions and occupational groups covered by negotiations, the greater the chances of winning majority approval of a proposed settlement.

Wage uniformity would help eliminate regional disparities

The CMA seems to have been groping for reasons to spurn industry-wide bargaining, perhaps because of an understandable reluctance to disclose its real misgivings. Some of its member companies obviously prefer to deal separately with different parts of their workforce, no doubt feeling they can more easily resort to "divide-and-conquer" tactics. Such methods have backfired often enough to make some single-plant employers realize they have more to gain than lose by acceding to joint negotiations, but most corporations with plants in several provinces continue to resist centralization.

Unionists suspect that their opposition stems mainly from a fear that industry-wide or nation-wide bargaining would produce a standardization of wage rates. At present, these companies maintain a range of different rates for the same job, usually paying less in such traditionally low-wage areas as the Atlantic Provinces and the Prairies than in the large urban centres of central and western Canada.

Wage uniformity, if achieved, would help eliminate regional disparities in Canada; but it would encounter fierce resistance from most employers. Even the federal government itself, as an employer, has maintained varying regional wage rates for some of its employees, and has tried to extend this inequitable pay system to other civil servants.

The director of District 6 of the United Steelworkers, Lynn Williams, has accused Ottawa of being "an accomplice in maintaining disparities between eastern, central and western Canada by accepting low-wage areas as inevitable." Williams said his union would welcome an extension of industry-wide bargaining, noting that the Steelworkers have already put together chain and industry bargaining in the can industry across an international border, as well as in smaller chains such as General Steel Wares, Canadian Industries Ltd., and the Drug Trading group.

"We've done this without any assistance from the federal or provincial governments," he declared. "Now, if the Prime Minister is willing to accept the principle of industry—wide bargaining, and if he can get a consensus from the provinces, our union is ready to get to work. We'd like nothing better than to bargain nationally with the mining and metallurgical firms. It would be a challenge for us, and would be a great opportunity to move quickly on a number of long-time goals" —among them wage equality for the disadvantaged regions of the country.

Because of divided provincial jurisdictions, the Steelworkers, Paperworkers and other unions have to engage in pattern bargaining with firms in the same industry. They tackle one of the largest and most profitable companies first, hoping to win a settlement that will serve as a

standard that other firms in other provinces can be pressured to accept. As labour minister Munro observed, "this is good, basic union strategy, but it sometimes leads to a spreading series of strikes in the same industry across the country. Industry-wide bargaining would avert that kind of domino-effect conflict."

The Canadian Labour Congress has responded to the labour minister's initiative by convening meetings of all its affiliates in the grainhandling industry, with a view to co-ordinating their bargaining activities. But the CLC has reminded the minister that the bargaining fragmentation in this, as in most other industries, is caused more by legislative and managerial policies than by union preference. Referring to the conflicting provincial labour codes, the CLC, in a policy statement last May, said that, "if the federal Government is serious about improving the process of collective bargaining, it should apply its energies to eliminate the present political roadblocks that forbid bargaining on a national scale."

Munro has pledged that finding solutions to this problem will be high on the priority list at the next meeting of the federal and provincial labour ministers. He acknowledged the primary responsibility of governments to cut the multi-jurisdictional red tape that now festoons and rigidifies the bargaining process.

One of the crucial aspects to be considered by the ministers will be the role of the labour relations boards. In his Thunder Bay speech, Munro underlined the importance of changing the boards' concept of what constitutes an "appropriate" bargaining unit. "While boards are bound to carry out the law," he noted, "they have tended to apply it rather conservatively in determining the size and scope of appropriateness of bargaining units. When, for example, a board has discretion but favours a craft unit over an all-employee unit, or a single union over a union coalition, it is in effect decreeing that negotiations should be conducted on a smaller scale. The same applies when a board favours a single-location unit over a multi-location unit."

He pointed out that boards, in establishing units, use the concept of 'community of interest' as their chief criterion, and tend to give it a limited interpretation that is more conducive to small than to large units. Most boards are reluctant to allow the grouping of different classes of workers in different locations into the same bargaining unit, on the grounds that, the more diverse the unit, the more likely the possibility of conflicting interests, and the more difficult it becomes to reconcile them in a single contract. This is a valid point; but, as Edward E. Herman argues in his study of Canadian labour relations boards (*Determination of the Appropriate Bargaining Unit*) published by the federal labour department, "there are times when the concept of community of interest could include employees of more than one employer, or employees of one employer that are located at different plants in different cities..."

Although completed 11 years ago, Herman's study has even greater relevance today because of the unionization of public service employees that has occurred since then, and the growing interdependence of the public and private sectors of the economy. Such an economy is extremely vulnerable to the succession of work stoppages that a fragmented bargaining structure permits.

Herman chided the labour relations boards for their conservatism in determining bargaining units, and for their preoccupation with the status quo. "There is a certain element of danger in holding such attitudes," he warned. "The bargaining unit is not a static concept in a static environment. The economy and industrial relations are continually changing; new requirements are emerging; and too much deference to tradition by the boards may do more harm than good."

Where all employers in an industry bargain together, obvious benefits accrue to them

While the study, on balance, favours multi-location, multi-plant, and multi-employer negotiations over their counterparts, it does point to some disadvantages as well as benefits. Among them: industry-wide bargaining creates large and unwieldy bargaining units; it reduces the prestige of the local plant manager; its emphasis on uniformity makes for inflexibility and prevents local variations even when these may be desirable; it reduces and sometimes eliminates the participation in negotiations by local unionists; it stresses national union policies, sometimes at the expense of local priorities.

The Herman study argues, however, that "what are disadvantages for employers can be bargaining advantages for unions and their members...Multi-location bargaining tends to balance the strength of management and labour, and it prevents orders and materials being moved from striking to non-striking plants...Such bargaining does not prevent the possibility of special regard being given to local plant needs, competitive conditions, and geographical wage differentials. For every point argued against multi-unit bargaining, one can be found in its favour."

Where all employers in an industry bargain together, obvious benefits accrue to them. The most important is that the ensuing uniformity of wage rates helps equalize cost-competitive factors among the participating firms. Employers would thus be able to

estimate more accurately their position with respect to labour costs as compared with that of their competitors. Admittedly, the standardization of wage levels might put marginal and inefficient firms out of business, or force them to merge with larger companies; but the end result would be to make the industry itself that much more productive and profitable.

There are indications, too, that multi-unit negotiations tend to be more mature and scientific, because of the better information and facilities available to the negotiators and the broader long-term views held by both sides. Another big advantage, as Herman observed, is that "broad issues such as pension plans are more often included in such negotiations, for these are issues that a single employer would not be in a position to negotiate on an individual basis."

From a union standpoint, the two biggest problems created by centralized bargaining are inflexibility and alienation

It is significant that the railway companies' pension plans were not made negotiable until all companies and unions in the industry were able to sit down at the same bargaining table and speak for all the affected employees.

The Herman study also pointed out that industry-wide bargaining, on its record, cuts down the number of disputes and work stoppages, and eliminates two types of strikes:" the strike where a single firm is singled out as a target to gain new objectives, and the strike intended to bring an erring employer into line."

From a union standpoint, the two biggest problems created by centralized bargaining are inflexibility and alienation. The task of designing one master agreement covering so many occupational and regional diversities cannot be accomplished without losing some sensitivity to particular local needs.

Inevitably issues that are of concern to one group or location are overlooked. The achievement of uniform rates and working conditions, while usually acceptable to the majority, sometimes creates discontent in the high-wage metropolitan areas, where workers are accustomed to comparatively higher incomes.

The centralization of negotiations inherent in industry-wide bargaining also diminishes rank-and-file participation. In small, single-plant talks, local members can and do take an active role in drafting demands, serve on the negotiating committees, and are able to obtain frequent first-hand accounts of how the negotiations are proceeding. This is not possible when bargaining takes place at the summit. Only the top union leaders are involved, and their communications with their scattered locals are necessarily tenuous. Reports sent through the mails are often outdated by the time they are received.

If mediators are called in, they usually draw a curtain of secrecy over the discussions, excluding the union members as well as the general public. It is not surprising that the members, far removed from the bargaining table and getting only sketchy news of what goes on there, become angry and frustrated.

That alienation is dangerous. It arouses distrust in union leaders, and can trigger wildcat strikes. It is no coincidence that, while centralized bargaining has been instrumental in restricting the number of legal strikes on the railways to just three in the past 25 years, the number of wildcat strikes has been steadily increasing. This is a matter of great concern to the railway unions, which are desperately seeking some way to make joint bargaining more flexible and more responsive to local needs, as well as to expand the now largely ceremonial role of the local members.

Significantly, however, none of the rail unions is seriously considering the abandonment of industry-wide bargaining. Its advantages outweigh its defects by a good margin, and the challenge as they see it is rather to refine the process and make it more selective.

Multi-location bargaining units are noticeably more common in the federal jurisdictions, for two reasons. First, because the Canada Labour Relations Board has traditionally favoured such broadly based units; and second, because the nature of many industries in the federal jurisdiction—the railways, shipping, trucking, airline and broadcasting— are much more conducive to centralized bargaining, because of their inter-provincial operations.

Munro paid tribute to the CLRB noting that it has displayed "a less conservative tendency" than most provincial boards, and expressing confidence that, under its new chairman, Marc Lapointe, "it will prove to be receptive to innovative ideas, and favourably inclined toward the rational restructuring of collective bargaining in federal jurisdiction."

His confidence in the CLRB is undoubtedly justified. The problem will be to persuade the provincial governments that their boards should also use their discretionary powers to expand the scope of bargaining in their jurisdictions. And most difficult of all will be to co-ordinate the regulatory apparatus of several provinces to permit the creation of interprovincial bargaining units.

Can it be done? Many astute observers of the labour scene are not optimistic. The present structure is so divided, and so encrusted with vested interests, that the kind of radical restructuring being proposed seems almost chimerical. Predictably, the Toronto *Globe and Mail*, in one of its frequent anti-labour editorials, scoffed at the idea. "It wouldn't work," the editorial said, and asked sneeringly, "Does Mr. Trudeau really think he could bring all longshoremen, seamen, Seaway workers, grainhandlers, and railway employees involved with the movement of grain to a single bargaining table?"

Of course he couldn't—and it wouldn't be necessary. That wouldn't be industry-wide bargaining; it would be multi-industry bargaining. These disparate groups have nothing in common apart from the handling and transportation of grain. All that is needed from the marine and rail workers is a commitment that they will exempt the movement of grain from any strikes they may call. Then the only industry-wide bargaining required would be among the various grain-handling unions and the grain industry companies. This in itself would be a difficult task, but not an impossible one.

The first prerequisite is to make industry-wide bargaining permissible by law

Labour minister Munro correctly saw the restructuring process as one that required initial action by the federal and provincial governments to sweep away legislative barriers. The first prerequisite is to make industry-wide bargaining permissible by law, and the second is to redefine the community of interest criterion used by labour relations boards so that it encompasses all employees of an industry. If these changes in the law and the policies of the boards can be effected in all jurisdictions, it will remove any excuse by unions and employers for failing to enlarge the scope of their negotiations.

Only when a clear path is hacked through the bureaucratic jungle will it be possible to move toward the industry-wide bargaining goal that Trudeau and Munro are advocating.

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".....in sickness and in health, through prosperity and recession."

Government Intervention In Labour Disputes: The B.C. Experience

by James G. Matkin

Weighing the pros and cons of government intervention in public sector labour disputes, the author reviews the B.C. experience over the past seven years.

Listening to the general public leaves one with the impression that there is a crisis of confidence in the present collective bargaining system. Much has already been written on the subject of public sector disputes and one is struck by the credibility gap that exists between the experts who defend the viability of the existing system and the general public, which is fed up with strikes, and demanding alternatives such as compulsory arbitration and labour courts.

From the perspective of government, intervention is a matter of degree, depending not only on the proven harm of strikes, but also on the willingness of the public to tolerate the results of labour-management disputes.

The law has been the major instrument of government intervention on behalf of the public interest. In British Columbia, the government has altered the law dramatically during the past seven years in attempting to deal with the problem of strikes in essential services.

James Matkin is British Columbia's Deputy Minister of Labour. A former law professor, he has helped shape and implement the province's Labour Code

We have gone through two contrasting periods in British Columbia—from 1968 to 1972 under the *Mediation Commission Act* (MCA) to the use of the new *Labour Code of B.C.* since 1973, which emphasizes ad hoc, pluralistic solutions based on voluntarism.

Ironically, on the basis of the B.C. experience, it may be argued that legislative restraint will indeed solve more labour disputes in the public interest than will legislative intervention.

Beginning with the interventionist period of the ill-fated MCA, it may be pertinent to identify some of the historical forces that influenced this piece of legislation, because it may be true that the basic concept behind it was never properly tested owing to the circumstances accompanying its introduction.

One crucial force contributing to the Mediation Commission's failure was the relationship between the trade union movement in British Columbia and the Social Credit government in power at that time. The animosity and ill will that separated these two bodies had been building up over a period of many years and was reflected in the province's labour legislation. For example, the introduction of the MCA was preceded, in 1959, by what some persons have considered to be the most restrictive picketing legislation on the continent.

Although an adversary relationship between labour and government is common, and can even be healthy, I believe that, prior to 1968, the

problem went further in British Columbia. It would not be exaggerating to say that, in those times, many trade union leaders—and, in particular, the leader of the B.C. Federation of Labour— believed that the Government of British Columbia was the enemy of labour.

The manner in which the Bill was first introduced in the legislature illustrates the deep distrust that existed between labour and government. Without warning, the Federation's head, Ray Haynes, was summoned to Victoria by the Minister of Labour, and told that a bill, of interest to the Federation, would be introduced that afternoon.

The Federation saw the MCA as punitive. In its view, the Act was intended to give the government a new weapon to use in its struggle with the labour movement, although this assessment may have been a complete distortion of the government's real intention.

The government never knew for certain whether Federation officers were speaking as labour leaders or as NDP politicians...

On the other side of the equation, the Social Credit government of the day distrusted the motives of the leaders of the trade union movement. The New Democratic Party was the political opposition, and the powerful British Columbia Federation of Labour openly allied itself with this party. Consequently the government never knew for certain whether Federation officers were speaking as labour leaders or as NDP politicians when debating the course that the labour movement would take in response to a government initiative.

This political uncertainty manifested itself in a major confrontation when the MCA was introduced in the legislative chambers. Union leaders labelled the law "punitive", marched on the Legislature, and threatened to boycott the Commission in protest. They condemned the new Commission as a "Gestapo dictatorship", and denounced the Bill as "Nazi, Fascist policies."

So bitter was the hostility generated against the Bill, even before it had passed third reading, that the Mediation Commission idea was doomed to failure from the beginning.

The consequences of the introduction of the MCA serve as a useful lesson about reform in industrial relations. Where significant *group* rights are in issue in a democratic society, it is imperative to develop a strategy of participatory legislative reform.

Non-political forces also influenced the direction of the MCA. The plan outlined in the Act can be attributed, in part, to a key study made in 1967, by Mr. Justice Nathan Nemetz who had been appointed by the B.C. Government to examine the industrial relations system of Sweden, a country which, at that time, was considered a utopia because it had enjoyed more than 40 years of uninterrupted labour peace.

The Nemetz Report recommended establishment of a permanent industrial inquiry commission similar to the Mediation Commission—but with one very important difference: the tribunal should not have any compulsory powers to decide collective bargaining disputes through binding arbitration.

It would have been difficult to find the antecedents of compulsion in Sweden, where the right to strike over contract formation or interest disputes is universal—extending even to police, fire, utility, hospital workers and civil servants. In any event, Justice Nemetz concluded that Sweden's remarkable success in settling labour disputes

The title 'mediation commission' is confusing because the mediation commissioners do not perform a mediation function

was *not* because of any special laws or procedures, but rather because of existing cultural and social values, and because of political factors.

At about the time the Nemetz report was published, the idea of using compulsion to solve interest disputes in the public sector was being actively pursued by some management leaders in British Columbia. The Hon. J.V. Clyne, chief executive officer of the largest lumber company in the Province, urged in the midst of the 1967 forest industry strike, the creation of an independent "fact-finding board" with the power to render binding decisions in the private and public sectors. Clyne explained that "the time must come eventually when labour disputes will be regarded as any other dispute between citizens, and will be carried before courts specializing in labour cases."

As an alternative to the right to strike, the proposal that labour courts give binding decisions has been favourably received in many quarters. A few months before Clyne recommended a labour court for British Columbia, Judge Samuel I. Rosenman of New York proposed a "new judicial system of courts —labour courts" for the United States. Judge Rosenman reasoned that the public respect and confidence enjoyed by the U.S. judiciary could be transferred to such a system of labour courts, and, he concluded, compulsory arbitration would thereby become acceptable to the trade union movement.

Rosenman's idea received wide support. By October 1967, bills were

introduced in both the Senate and Congress to establish the "United States Court of Labor-Management Relations." The Act would have created, in Washington D.C., a labour court, that would resolve emergency labour-management disputes at the instigation of the President. The intent behind the Senate Bill was that the labour court would be used only as a last resort.

Professor Archibald Cox of Harvard Law School testified against the idea at the Senate Judiciary Committee hearing on the Bill. Cox pointed to the failures of permanent administrative machinery established during World War II to end labour disputes without strikes. He predicted that a labour court would prolong labour disputes, rather than solve them, because "no employer or union supposing itself to be within the court's jurisdiction would agree to any settlement upon terms less favorable than the court imposed; it would simply refuse to agree with the opposing party and take the case to the court for an award." Although these criticisms of the Rosenman Labour Court were never put to the test—because the bill died after the Senate judiciary hearing—it is interesting to bear these concerns in mind when analyzing the problems encountered by the B.C. Mediation Commission.

The title "mediation commission" is confusing because the tribunal held in an earlier decision that the mediation commissioners do not perform a mediation function. It is true that, under the MCA, an important part of the plan was the administration of independent research and the provision of mediation services; but these were performed by the mediation officers, not by the Commission itself.

The role of the Commission was much more like that of the labour court proposed by Judge Rosenman for emergency disputes in the United States. The court-like nature of the new tribunal was reinforced when the Minister of Labour introduced the bill in the legislature, and referred to the "judicial system" as analogous to the role that the new Commission would perform.

There was no legislative guarantee that appointments to the Commission would be equally representative of labour and management

Provisions in the MCA for the constitution and administration of the Commission support the thesis that the authors of the law favoured a labour court over an administrative agency. There was no legislative guarantee that appointments to the Commission would be equally representative of labour and management. Nor did the Act require a tripartite status for the Commission, this being the usual composition of ad hoc arbitration tribunals dealing with labour-management disputes. Nevertheless, the first three Commissioners were actually tripartite by experience.

Independence, the hallmark of the judiciary, was firmly established by a legislative tenure for a renewable term not exceeding ten years and the requirement that Commissioners be disqualified for owning any securities in companies, or for taking any benefit from a trade union that might appear before them.

That the government intended the labour court to follow a strictly judicial procedure was demonstrated by its first appointment of a chairman for the Commission. He was a Supreme Court judge with little or no experience either as an arbitrator or as a mediator of labour disputes. What he brought to the job was the status of a judge, rather than the skills of an expert in the field. The choice was a mistake, as later events would prove; it was perhaps the single most serious mistake made during the MCA experiment.

The framers of the legislation had assumed that free collective bargaining, including the right to strike, would prevail for the resolution of the vast majority of disputes. The power of the Mediation Commission was intended for only those extraordinary cases requiring government intervention to protect the public.

The definition of an emergency under the MCA was inadequate. The Cabinet could use the might of law to end strikes by finding only that they are against "the public interest and welfare". The lack of a more precise definition of emergency strikes was a source of criticism.

The open-ended definition of the MCA resulted in an uneven application of the law by the Cabinet.

The open-ended definition of the MCA resulted in an uneven application of the law by the Cabinet. For example, an injunction was issued under Section 18 against 55 electricians working in a single pulp mill in Port Alberni after only a six-hour strike, while no order was issued when 28,000 workers in the forest industry were on strike for three weeks.

In the public sector, Section 19 of the Act provided that the government could refer any labour relations dispute in the civil service to the Commission for a hearing. The government was free to decide, either before or after the hearing, whether or not it would be bound by the Commission's decision. This unusual discretion may be explained by the

fact that in 1968, civil service employees had only limited bargaining rights, and strikes were illegal.

Municipal and hospital employees were treated by the Act as part of the private sector; and significantly, restrictions on the right of policemen, firemen and hospital workers to strike were removed for the first time. The government had anticipated that these essential-service employees would not exercise their right to strike, but would have their differences settled by the Mediation Commission.

The central idea of the MCA was attractive in its simplicity. Why should the public not have the benefit of a highly qualified, specialized tribunal, with the mandate to "secure industrial peace and to promote conditions favourable to settlement of disputes."

Almost like a fire-fighting service, the Mediation Commission was to be a permanent institution with the responsibility of preventing strikes contrary to the public interest. Why not a guardian of the public interest for essential-industry strikes?

No matter how sound an idea may be in theory, its success in practice is the critical measure of its true value. Indeed, in the "jungle" of labour relations, success has been described as the only relevant principle. Measured against such a standard, the MCA was not a success.

From the beginning, there was a lack of confidence in the ability of the three-man Commission to perform its important task, Within a short time of the first appointments, the management representative and the research director resigned under a cloak of secrecy, leaving the impression that the relatively unknown chairman did not have their confidence.

The first decision rendered by the Commission, after a hearing into a dispute concerning psychiatric nurses in the public sector, was followed by disenchantment. The decision was significant. Although compulsory arbitration was anathema to the private sector—at least at the beginning—the idea of arbitration by the Mediation Commission was welcomed by those public service employees who did not have the right to strike. The alternative for them was unilateral decision by the government; therefore, unlike the B.C. Federation of Labour, public employees initially were

From the beginning, there was a lack of confidence in the ability of the three-man Commission to perform its important task

concerned that the Commission would not be used to settle their disputes—an attitude that changed immediately after the first decision.

One of the key benefits foreseen by advocates of the labour-court idea was the confidence that would be generated by the creation of a permanent arbiter of disputes. Judge Rosenman thought the reluctance to use arbitration in collective bargaining disputes stemmed from the ad hoc manner in which three men are "haphazardly appointed for one specific case," and "have to begin from scratch and learn the necessary background." He assumed that, through the accumulation of experience and expertise, a permanent labour court would ultimately gain the esteem afforded courts of law. Unfortunately, instead of enhancing the Commission's prestige, permanency became one of the main causes of dissatisfaction.

The experience of the municipal police forces before the Commission illustrates the defect of institutionalized arbitration. Prior to introduction of the MCA, the police in British Columbia had a long history of solving their disputes by compulsory arbitration. An ad hoc arbitration board was created for each particular dispute and was usually of a tripartite composition, with each party's nominee selecting the chairman.

With the establishment of the Mediation Commission, the police were required to take their disputes to this body. Problems arose when the Commission decided against the police on certain issues of principle, such as the question of wage parity between the two major cities, Victoria and Vancouver. Because of its permanent composition, once the Commission decided against the union on the parity issue, it was predictable that, in order to be consistent, it would always decide against the union on this issue.

To protest against the MCA, a boycott of the Mediation Commission was ordered by the B.C. Federation of Labour, and many unions supported this tactic. As a result, there was no union representation at some of the hearings.

Yet, when we recall that the union in the foregoing case was under a Section 18 compulsory Cabinet order to have its dispute resolved by a

In a very unusual move, the Commission offered a wage increase that was less than the final offer made by the company

binding Commission decision, to fall back on a legalistic "burden of proof" as an answer to the union's claims seems very unfair. Obviously, the waning credibility of the new institution suffered further damage.

Some unions chose to ignore the Federation's boycott of the Commission. The non-affiliated Teamsters union initially stood apart

and adopted a responsible attitude toward the idea of the MCA.

Despite this support, one of the first compulsory Cabinet orders in the private sector was issued *inter alia* against the Teamsters because of strikes in the construction industry. When the decision came down, the union was completely taken aback; in a very unusual move, the Commission had offered a wage increase that was less than the final offer made by the company. Subsequent to strident attacks on the decision in the media, the Cabinet ordered the Commission to reconsider its decision, which it did--without varying the wages.

The Commission defended its breach of the unwritten rule that an arbitrator stays within the bounds of the parties' negotiations, on the grounds that the company, in the hope of preventing a work stoppage made its last offer after strike notice was given. Because a strike did occur, the parties were no longer bound by their offers and counter-offers when the dispute was heard by the Commission.

Perhaps there is a logic that supports the decision of the Commission in the Teamsters case, but it is a logic devoid of reality. When that case ended, the Teamsters, like the Federation of Labour, thereafter boycotted the hearings of the Commission.

As a result of the growing concern over the competence of the Commission, a pattern began to develop whereby parties faced with the threat of government intervention would opt instead for ad hoc arbitration.

Lack of confidence in the Commissioners' ability to solve labour disputes ultimately became so widespread that, by 1971, even the government that had created the MCA boycotted its own creation. Threatened by a public utility strike at B.C. Hydro, the Government invoked Section 18 of the Act, and ordered the employees back to work; but the order did not allow the Commission to intervene. Instead, Justice Nathan Nemetz was appointed under the research section of the Act as ad hoc arbitrator of the dispute.

A major problem with the interventionist approach of the MCA was the disrespect shown by employees for compulsory back-to-work orders issued by the Cabinet.

The Mediation Commission failed miserably to generate confidence in compulsory arbitration of public-interest disputes

Using the law to prevent strikes in B.C. proved that it does not follow that, because strikes are illegal, they will not occur.

The first enforcement problem arose out of the first use of binding arbitration in the private sector. The construction industry had been involved in a lockout-strike situation for three months, when the dispute was declared against the public interest and the employees were ordered back to work. The proclamation was issued on Saturday, July 18, 1970. But on Monday, only two unions, the Teamsters and labourers reported for work. The other unions, including the bricklayers, carpenters, insulators, operating engineers and plumbers, ignored the Cabinet order and refused to return to work.

The Federation of Labour threatened a general strike if anyone was fined for disobeying the law. No one was prosecuted. The employees resumed work a week later, following personal intervention by the Premier, who helped convince the disputants to let an arbitrator of their own choice settle the dispute. Notwithstanding these breaches of the law, no charges were laid against the employees or their union.

The second confrontation occurred two years later, again in the construction industry. This time, when the employees defied the back-to-work order, the Government responded by laying charges under the Act. The RCMP raided the offices of a number of the unions involved, seizing documents in a search for evidence of wilful disobedience of the law. On the basis of these searches, charges were laid against four unions. The search warrants were later quashed, however, and all seized documents were ordered returned to the unions on the grounds that the warrants were issued without reasonable cause to believe the unions were breaking the law.

Later, some of the charges were dismissed because the Crown failed to prosecute, and the remaining charges were stayed by the new NDP Attorney General because the MCA was repealed.

The Mediation Commission failed miserably to generate confidence in compulsory arbitration of public-interest disputes, and it alienated even those groups that had previously supported ad hoc compulsory arbitration.

Because the Commission acted like a labour court, political confrontation with the trade union movement increased, and with it the incidence of strikes. Because the Commission lacked credibility, important disputes were referred to ad hoc arbitration. Back-to-work orders by the Cabinet were ill-timed and treated with open defiance by employees. Eventually the failure of the MCA contributed to the defeat of the Social Credit government at the polls.

Following the demise of the MCA, shortly after the defeat of the Social

Critics have claimed that it would be unthinkable for the police to go on strike

Credit government in 1972, a new design for labour law was required for the Province. For this purpose, the Minister of Labour established a task force of three special advisors from outside government to advise him on what reforms were needed.

On the issue of strikes considered contrary to the public-interest, the provisions of the new Labour Code differ greatly from those of the MCA. The Code gives all employees—including police, firefighters and hospital workers—the right to strike. The intent of the new law is to reduce legalism in response to labour-management controversies, to follow a policy of non-compulsion, and to rely on mediative devices to protect the public interest.

A special provision permitting these workers to seek binding arbitration—in the hope that they would take advantage of this alternative—does not deprive them of the right to strike. Critics have exclaimed that it would be unthinkable for the police to go on strike.

The answer of the Minister of Labour to these critics has been that standing prohibitions have proved ineffective under the MCA. His approach to the problem therefore has been to look in other directions for solutions. These new directions provide curative rather than punitive legal measures to protect the public interest.

Although it is true that curbing strikes by law may be possible within narrow limits, experience has demonstrated the need to expand the horizon of public attention beyond using the sanctions of law as a remedy for the strike problem. The reality is that labour relations problems such as strikes, picketing and slowdowns are not legal phenomena. They are symptoms of social problems. Changing our perspective from legal rights to social obligations means that we can see the distinction between these two questions: Should policemen have the legal right to strike? Should policemen strike?

More importantly, if the standing law of labour relations is facilitative rather than coercive, it should dissuade the public from viewing labour-management conflicts in strictly legal terms, and relying on a legal solution to these problems.

Three examples of the implementation of this approach in British Columbia are worthy of note:

- a reformed Police Commission that is independent of government and staffed with people who are highly qualified to reorganize the service in a more enlightened way;

- a special commission to hear the problems of firefighters and recommend solutions;

- in the hospital field, an industrial inquiry commission has made recommendations to alter the structure of collective bargaining in an effort to improve the fairness of the process.

Ministerial intervention can be useful in a variety of ways

The foregoing efforts are not generally viewed as remedies for strikes that are against the public interest, but I believe that they will be helpful and should be counted as part of the strategy of industrial peace.

Another increasingly important preventive device that the literature of industrial relations has left largely unexplored is the office of the minister of labour. Relying on the prestige of his position, and the experience of his senior staff, the minister may play a significant role in the resolution of public-interest disputes. Ministerial intervention can be useful in a variety of ways.

First, the minister may introduce mediation to a dispute that has not had the benefit of this service. Mediation is a voluntary service in British Columbia. If neither party seeks this kind of assistance, then the right to strike is not barred. But, in the public interest, a mediation officer may be appointed by the minister. This is sometimes necessary because neither party wishes to appear to show weakness in asking for mediation.

When a mediation officer has been appointed, a statutory strike bar comes into effect until he reports to the Minister. The law allows the minister to extend the appointment of the mediation officer, and thereby extend the strike bar. In practice, this power should be used with restraint. The B.C. method is to extend the appointment only if both parties agree that it would be helpful. What is often forgotten is that British Columbia's mediation service has achieved a very high record of settlements.

Another successful ad hoc device for heading off public-interest disputes has been the use of an industrial inquiry commission. This is an extraordinary remedy, available only at the discretion of the minister.

Prior to 1972, the legislative machinery for this kind of intervention existed in British Columbia, but was never used. During the past two years, however, the industrial inquiry commission has been employed on 22 different occasions, and the results have been very encouraging.

Despite the history of the Mediation Commission and the doctrinaire attack

on compulsory arbitration by the unions, a surprising development has been the substantial number of times that labour and management have both agreed to be bound by the decisions of an industrial inquiry commission. In the five major disputes during the past two years, both parties agreed in advance to be bound by whatever decision was given by an industrial inquiry commission. Voluntary binding arbitration was the result.

Collective bargaining is a dynamic process, and third-party intervention must be flexible if it is to be effective. For this reason a new technique called "med-arb" has been used by industrial inquiry commissioners in B.C. The Commission mediates the dispute and encourages the parties to arrive at their own settlement in the knowledge that if they do not, the Commission will change hats and render an arbitration award.

The med-arb technique is an informal administrative process, differing sharply from the legalistic procedures followed by the Mediation Commission.

The ad hoc approach of the past two years has gained the confidence of labour and management where permanent machinery did not. One reason is that chairmen could be selected on the basis of their particular experience in the area of the dispute.

Reliance on the minister of labour to personally settle disputes can be detrimental to the collective bargaining process because the parties may hold back making concessions until the last possible moment—when the labour minister personally intervenes.

Although the above criticism may be true, it does not detract from the need for intervention when vital public services are on strike. Timing and judgment will reduce the counterproductive effect of ministerial intervention, and compared with the damage of a dispute, ministerial intervention is usually the lesser evil.

The hard reality of compromise must be realized early

Essential to the Minister's discretion concerning intervention under the Labour Code is the principle of voluntarism. The minister has no authority to make the award of the industrial inquiry commission binding on the parties unless they both agree. Indeed, as a rule of practice, the minister has refused even to appoint such a commission unless both parties agree. This leaves the timing of the intervention up to the participants.

It is true that the voluntary approach of the Labour Code will not resolve all disputes that are against the public interest. Considerable success in achieving industrial peace, however, has been due to the finality of the existing law, with no step or remedy beyond mediation or an industrial inquiry commission. The harsh reality of compromise must be faced.

There is ultimately one other step that may be taken in any major dispute: The minister of labour may introduce special ad hoc legislation to deal with a specific crisis affecting the public interest.

The most serious threat to the Labour Code's policy of non-compulsion occurred when firemen in four Vancouver suburban municipalities went on strike in August 1974. Unlike their counterparts in Victoria, the Vancouver unions failed to take advantage of the special option of binding arbitration. After mediation failed, they did agree with their employer to the intervention of an industrial inquiry commission. An experienced commissioner, Jack Sherlock, was appointed, but the unions rejected his non-binding recommendations.

Subsequent to a last-minute effort by the labour minister to mediate the dispute through his office, these firemen went on strike. In a surprise move, they refused to offer life-supporting services, such as ambulances and inhalators. In one municipality, even the telephone service was left unanswered so that fires could not be reported.

Because of the immediate danger to life and property posed by this disastrous turn of events, the Legislature was called into special session, and the Essential Services Continuation Act was introduced. The effect of the Act was to force an end to the firemen's strike.

As part of this special Act, the Labour Code was amended to allow, by Cabinet order, a 21-day cooling-off period when strikes in essential services endanger health and safety. The minister explained in the House that the intent of this amendment was to provide time for the parties to reconsider their position before the government was required to draft ad hoc legislation ending their dispute.

So we have come full circle. Only two years earlier, the media had written off legislation as the answer to emergency strikes. "Make it work or get rid of it" summed up public dissatisfaction with the MCA in the last year the law was in force.

The firemen's strike showed that voluntarism is not the final answer, but it is important to remember that the special back-to-work legislation was obeyed. By contrast, compulsory orders under the MCA were openly flouted. Timing is everything in collective bargaining, and the timing of strike prohibitions may be a significant ingredient in their effectiveness. The lesson may be that in this difficult area the law will have the most force

and effect when it is tailored to the particular dispute.

In conclusion, the negative experience under the MCA should make one pause and reflect upon the efficacy of using legal remedies with standing prohibitions against strikes.

It should be realized, however, that the MCA experiment in British Columbia was not conducted under laboratory conditions. The law was abruptly introduced without the participation of labour, which considered it punitive. The labour movement's unwavering antipathy toward the tribunal, together with the boycott of its hearings, greatly weakened the credibility of the Commission's decision.

Looking back over the four-year history of the MCA, the Commission appears to have pursued a course of self-destruction in the decisions it made. It displayed an insensitivity toward the dynamics of labour relations, from the first case of the nurses, where no salary increase was given, to the Teamster case, where management won more than it sought.

The law was defective in not defining criteria for an emergency dispute, and the Cabinet made some injudicious decisions as to what strikes were against the public interest, and issued compulsory orders on insufficient information.

In the light of these human errors, it could be asked whether the basic concept of the law was ever tested. If a different chairman had been selected and other changes made to the Act, would the law have succeeded? I doubt it.

Compulsion through law is a fragile process, depending greatly upon the timing of the intervention for its success. With standing emergency legislation like the MCA it was too easy to find that a public-interest strike should be declared illegal. As a result the force of the law in labour relations was weakened.

In fact, the irony is that permanent machinery will be less effective than an absence of legislative machinery. The certainty of a fixed solution becomes part of the problem in collective bargaining because it discourages genuine negotiations until the final and known solution is invoked by the government.

The experience of the past eight years in British Columbia has shown the need for more thought and greater sophistication about the kind of issues and decisions, related to formal legal procedures, and the kinds that ought to be left to social and administrative processes.

While the reform of the Labour Code chose voluntarism over compulsion, however, the introduction of special legislation in the firemen's dispute shows that the policy of non-compulsion is limited only to standing legislative machinery. The code relies on the difficulty of introducing ad hoc legislation and the uncertainty of its content as an impetus to the settlement of labour disputes. The law recognizes the restraint that must be exercised by the government if its intervention is going to be successful in the resolution of labour disputes.

Only experience can judge the success of the Labour Code. While the initial signs are favourable, it is still too early to predict the outcome.

Industrial Unionism: Roots in the Depression

by Jack Williams

An insight into the birth and development of industrial unionism in Canada was provided by a series of informal discussions at McMaster University, Hamilton, this spring. Present were three veteran labour leaders: Charles H. Millard, former Canadian director of the United Steelworkers; George Burt, former Canadian director of the United Auto Workers; and Clarence S. Jackson, Canadian president of the United Electrical Workers. The program was conceived and conducted by Harry Waisglass of the Canada Department of Labour who was at McMaster as a visiting professor.

Beyond giving something of the flavour of the hectic union organizing days of the 1930s, the discussions provided a fascinating insight into the widely divergent personalities and philosophies of men who helped mould the labour movement in Canada. Millard said he found much of his inspiration in his Methodist religious beliefs. Jackson identified himself as a Communist. Burt assumed the position of a pragmatic trade unionist. The philosophies and actions of all three were markedly affected by the Great Depression of the 1930s.

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Thomas Studio

Millard said his religious background and its teaching of brotherhood, more than anything else, led to his involvement with organized labour. In second place was his interest in politics.

He found it easy to subscribe to the Regina Manifesto's socialist creed, and his ideals were personified by J.S. Woodsworth, founder of the Co-operative Commonwealth Federation (CCF). Millard still speaks with pride of Woodsworth's visit to the Millard home in Oshawa.

Millard, best known for his association with the United Steelworkers, was

initially a member of the United Auto Workers, and headed the union committee that signed the first contract with General Motors in Oshawa in 1937.

Born in St. Thomas, Ont., Millard established a small woodworking business in Oshawa, but it became a victim of the depression. He says he was given a job at General Motors to end his harassment of welfare officials.

This was at a time when union sentiment was growing, but the GM employees faced serious difficulties. Several years earlier, in 1928, a group of British tradesmen had staged an unsuccessful strike. They were fired and for months were blackballed by all Oshawa employers because of their union involvement. The memories of that experience and the fears it created lingered, but to some extent it added to the determination to have a union that could provide some degree of security. This desire culminated in the UAW's organizational drive in 1937.

"Before the highways were kept open all winter," Millard recalled, "it was the custom to put cars up on blocks for the winter and not drive again until spring. We only produced enough cars to accommodate the trade, so we might be laid off about the middle of June and not taken back until November. The company would give us an advance at Christmas so we could buy a few trinkets, but it was taken out of our pay later.

"During the depression, there was the indignity of having to go and ask for welfare gifts to feed your family. That hurt and I made my views known to the welfare people. I was such a non-conformist that they wanted to get rid of me and they finally got me a job at General Motors."

Burt, employed in the GM body shop, had been there longer, but his

"Employees who were hesitant about joining the union were given a wheelbarrow ride to the scrap pile"

memories of the depression were very similar.

"We had been building up to a union for quite a while," he said. "I was then about 34 and most of the young people of my age had married and were trying to establish homes when the depression crept up on us. During the 1930s we were treated pretty badly by General Motors. There was no time-and-a-half for overtime; no vacation pay; there was just work, work at low wages, ten hours or more a day. Then they cut our piece rates. "We came into 1935 and 1936 bitter. Most of us had been on welfare and it had been a bad experience. We were young and full of ambition and we were forced to suffer the indignity of being refused the chance to work. I was a skilled tradesman, I had my journeyman's license in plumbing and heating, but I couldn't work."

When the Oshawa workers started to talk union Burt had some idea of what it was all about. Before moving to Oshawa he had followed his trade at Sudbury and helped form a plumbers' union that won a contract providing $1 an hour and the 40-hour week; a great accomplishment for the time. As far as Burt was concerned trade unionism was a practical method of meeting economic needs.

Jackson had a somewhat different background. He had grown up in the Fort William-Port Arthur area, now Thunder Bay, and he had experienced the uncertainties of seasonal employment. From there he went to Montreal and then on to Toronto, learning accounting and auditing along the route. He escaped much of the personal suffering and indignity of the Great Depression, but as an observer of the economic scene he was deeply impressed. He saw the depression as evidence of the failure of capitalism. This strengthened his conviction that control by the working class was essential.

It was against this background that the CIO appeared. Union organization was mushrooming in the mass production industries in the United States. The established labour movement there, as in Canada, was dominated by craft unions that had little or no interest in helping production workers in industry to organize. When the new movement started, backed heavily by the United Mine Workers, the letters "CIO" took on the magic of new hope.

In Canada the first group of auto workers to organize was at the Kelsey Wheel plant in Windsor. James Napier, now a resident of Hamilton, smuggled CIO cards across the border and started enlisting members. Napier was fired but the union survived. There was no contract, but minutes of weekly meetings between the company and a union committee were accepted by both sides as defining conditions. There was no union security, but new employees who were hesitant about joining the union were given a wheelbarrow ride to the scrap pile and they quickly got the message.

Soon the struggle for the establishment of industrial unionism in Canada centred on General Motors at Oshawa.

"In 1937 those of us in the body shop were in a tremendous fight for better rates," Burt explained. "They had what they called a standard system of piece work. If you did 10 hours work in 8 hours you got 20 per cent above your base rate. Then at the end of the season they would change your job around and you would start a new season doing more work for less money — they got you both ways.

"If you walked into the office and got too smart, they would let you go"

"There was no grievance procedure and no redress. If you walked into the office and got too smart, they would let you go. And so we decided to stop work; we would let the line start and go just so far, and then we would stop it. They would come down to see what was wrong, but they would go to each group separately, and we couldn't get together. We got sick of that, and in 1937 all 400 of us walked across the street and sat on the loading dock until the company came to see us. We picked a committee, and I was one of the members. The company brought in Louis Fine from the Ontario Department of Labour.

"They kept the others in and paid them just to make sure they didn't come out to join us. It was then that we realized just how much power we had in the body shop, because it was the root of production for the whole plant. Finally we went back to work. We had won a little but it wasn't enough and we knew it. The agitation was still there.

"The UAW sent an organizer over, and they really organized us"

"There was a group that had been working underground in Oshawa and they decided to contact Detroit and ask for some help from the new Autoworkers' Union. The building trades were not suitable for us, and the AFL and the TLC were divided into trades. The CIO had just appeared and it seemed to be just what we needed.

"The UAW sent an organizer over, and they really organized us. We just streamed in. I signed my union application on a piece of brown wrapping paper because I was too far down the line and they had run out of application cards. I was elected treasurer. I had no experience in public speaking. I don't think I was born to be a union leader and I can remember times when I was shaking and I didn't feel like a leader at all."

It was Millard, later to be replaced by Burt, who was elected first president of the Oshawa local, and to Millard fell the responsibility of providing leadership in one of Canada's most significant strikes.

"Strikes are usually won or lost before they even start," he told his McMaster audience. "This strike at General Motors started April 1, 1937, and lasted for about two weeks. Something happened during that two weeks that spelled the difference between a loss and a win, but it was the things that had gone on before that were really important. On top of that, we had help from a management person, Harry Carmichael (later general manager of General Motors of Canada) who had been a union member and had negotiated for the patternmakers' union in the United States.

"When we finally got an agreement, there was still no union recognition clause, but there was a clause for no discrimination. We remembered the eight men who had walked the streets after the 1928 strike and one of the great strengths of that first agreement was a provision that there would be no discrimination for having gone on strike. Mr. Carmichael helped us get that."

The General Motors agreement was a great accomplishment, even though it failed to include even a mention of the United Auto Workers. It had been won against the combined opposition of a giant corporation and the Ontario government. Mitchell Hepburn, Premier of the province, was adamantly opposed to the CIO and declared it could only come into Ontario "over my dead body." The issue had split his cabinet and resulted in the resignation of two Ministers — Arthur Roebuck, Attorney General, and David Croll, Minister of Welfare. UAW members quote with pride Croll's words that he "would rather walk with the workers than ride with General Motors."

The union victory at GM was just the beginning for the UAW. There were still 10,000 to be organized at the Ford plant in Windsor, some 5,000 at Chrysler in Windsor, and others in small factories making auto parts.

"Strikes are usually won or lost before they even start"

"The small companies were under the thumb of the big companies and they were told in no uncertain terms that they could not sign an agreement with the UAW," Burt said. "There were violent strikes in some parts plants — Auto Specialty and Walkers Metal — where strikebreakers were used.

"We decided to concentrate on Chrysler. The workers were afraid to join the union. They had seen people fired and we had to hold secret meetings. We would get someone who had signed a UAW card to let us use his basement. Then we would get a keg of beer, but it couldn't be opened until the meeting was over. I would give my pitch, the length depending on how thirsty I thought the prospective members were. Then we would distribute cards and they would join, paying a dollar. After that we would open the keg. But two or three months later they would drop out and we would have to do it all over again.

"At Ford we also had to start operating secretly. Some of the UAW members at Kelsey formed a club and invited Ford people in. At first they didn't tell anyone it was a union organization, it was more like a beer-drinking club. When we got enough members, we held meetings in a room at the Prince Edward Hotel, but we had to watch that no foremen or management people got in because you could be fired for just being there. Before long, the Prince Edward room was too small and we moved to the Carpenters' Hall, then we had to rent a theatre.

"We rented a store near the plant for an office and hired some girls. The members came so fast the money piled up on the floor. One night the treasurer had over $4,000 and he was afraid to go home. I went with him and he stayed awake all night, worrying about getting the money to the bank in the morning.

"Ford was a tough company. The president was Wallace Campbell, one of the country's biggest industrialists. He used to ride around the plant on an electric truck and he wore white gloves. It was the talk of all the employees. He challenged the union, even though the parent company across the river at Detroit recognized the UAW."

The conflict was building and, through the influence of the UAW in Detroit, the parent company stopped shipping material to Windsor. This led to intervention by the federal government, which accused the union of interfering with the war effort. The outcome was a vote on union representation, which the UAW won with about 75 per cent support. The first agreement giving outright recognition to the United Auto Workers followed.

The UAW was successful in its organizational efforts at Chrysler as well as some of the parts plants, but relations with the Ford company

The General Motors agreement was a great accomplishment

remained bad. There was resentment over disparities between the Windsor agreement and that in effect in Detroit, where there was a union shop and checkoff of union dues. Both these provisions were adamantly opposed by the Ford management at Windsor.

"Wages were not a factor, they were under wartime controls," Burt explained. "The fight was on principle — to establish a working agreement in the plant that would give workers a vehicle to air grievances that had accumulated since the depression years. They had not been forgotten, and there were fears they might be repeated. The workers were going to establish some form of industrial democracy or die trying. Some of them lost their jobs."

This culminated in the historic 1945 strike, which lasted 99 days. The key issue was the checkoff. Mr. Justice Ivan C. Rand was eventually accepted as an arbitrator and his decision introduced what became known as the Rand Formula, requiring persons within a recognized bargaining unit to pay dues, though not necessarily to join the union. Rand's argument was that those who benefited from the union's bargaining activities should share the cost.

Industrial unionism was growing in other areas. The CIO organization in Canada was headed by Silby Barrett of the United Mine Workers; in 1939 Millard became co-director. A short time later, Millard was given the responsibility of heading the Steel Workers' Organizing Committee in Canada, predecessor of the United Steel Workers.

An industrial union had been operating since 1936 at the Sydney Steel Mill of the Dominion Steel and Coal Corporation, and money was sent from that local to help others organize. At the Algoma Steel Mill in Sault Ste. Marie, there was an independent union affiliated to the All-Canadian Congress of Labour, and it joined the new Steel Union.

The largest basic steel operation was that of the Steel Company of Canada at Hamilton where there was stiff management opposition to union organization, though this was eventually overcome. A 1946 strike at Stelco, part of a national drive by unions for wage increases after World War II, was described by Jackson as "the coming of age" of industrial unionism in Canada.

The second CIO contract in Canada, after GM at Oshawa, was that negotiated by Jackson at the Philips Electric Co. in Brockville, Ont. Girls' rates were increased from 12 to 21 cents an hour and the rate for men rose to 36 cents. For the first time there were vacations with pay. The United Electrical Workers shared the problems of other CIO unions, there were firings for union activity and fluctuating economic conditions made organizing difficult. There were a number of strikes on the one issue of union recognition — the right to bargain collectively. In Quebec the UEW faced the formidable opposition of employers, the provincial government, and the Roman Catholic Church. The union was outlawed for a time by legislation.

Adding to the UEW's troubles were charges of "Communist domination." Jackson, freely admitting his personal support for the Communist philosophy, denies there was or is any control or domination of his union by any party, group, or individual. "There have been attempts to make us victims of McCarthyism," he said.

The sharp political differences that marked the early days of the CIO are still apparent. Jackson characterizes Millard as "a hatchet man hired by Phillip Murray (president of the CIO and of the United Steelworkers) to get rid of 'reds'."

Millard, speaking of the early days, says: "There was some trouble with the Communists, who took advantage of the situation and established cells in our organization. We had to clean them out, and we did when I took over."

It has been suggested that Burt tried to steer a middle course between the Communists and the anti-Communists. He told his McMaster audience: "When I started, I needed every bit of help I could get and I didn't stop to tell someone that because he was supposed to be a Communist he wouldn't be allowed to help. Members who were reputed to be Communists worked like the devil and they weren't afraid to make sacrifices. They walked the streets of Windsor to help form a union."

Millard remains a staunch NDP supporter and sees political and trade union activities as two parts of a whole. Burt thinks union political action is necessary and identifies himself as an NDP supporter, but he is emphatic that it is the union and not the political party that must come first. Jackson believes unions should support the NDP and "other progressives;" but he considers embracing the NDP a mistake on labour's part. Suggestions that the election of the NDP, Communist or any other party would solve labour's problems is an illusion, he says.

"There was some trouble with the Communists, who took advantage of the situation"

One point on which the three veteran CIO leaders agree is the contribution made to labour organization in Canada by international unionism. Millard makes the additional interesting point that British trade unionists who had come to Canada were highly influential in the introduction of industrial unionism. All three were emphatic that help that came from the United States was in response to requests made by Canadians. Millard says also that the early organization of DOSCO at Sydney provided funds that were used to organize unions in the United States.

The three had also found common ground and had co-operated actively in the formation of the Canadian Congress of Labour in 1940. The new CIO unions had been quick to recognize the necessity for some form of central organization bringing together individual unions. Rebuffed by the Trades and Labour Congress they turned to the smaller All-Canadian Congress of Labour. This organization, composed mainly of railway unions, was under the presidency of A.R. Mosher. The foundling CIO unions and the All-Canadian Congress of Labour united to found the Canadian Congress of Labour. Policy differences later led to the expulsion of the United Electrical Workers and some other organizations which, the CCL leadership charged, were under Communist control.

In 1956, the Canadian Congress of Labour merged with the Trades and Labour Congress to form the present Canadian Labour Congress. There is, therefore, a direct line of succession from the CIO activities in which Jackson, Millard and Burt participated to the present structure of the labour movement in Canada.

Montreal Meeting

Multinationals: Common Enemy

by Linda Cahill

Quebec's militant and politically conscious trade union elite came in for a bit of a shock this summer when they met trade union delegates from underdeveloped countries at a conference in Montreal.

The province's union movement has been in the forefront of the attempt since the end of World War II, to fuse national aspirations for Quebec with economic and social goals.

Members of the Confederation of National Trade Unions (CNTU) and the Centrale de l'enseignement du Quebec (CEQ), the province's two most influential labour centrals who organized the June meeting, are fond of seeing Quebec as part of the oppressed "third world."

But Quebec delegates to the four-day International Workers Solidarity Conference were brought up short to realize how far behind underdeveloped nations they are when it comes to relating nationalism to the union movement.

Linda Cahill is a reporter with ***The Montreal Star***

These 20th century goals—the struggle for national liberation and for workers rights—are fused in many third world countries and provide a stronger vehicle for political and social change in South Africa, the Caribbean nations or Latin America, than they can here.

So for 400 voting Quebec delegates from around the province, and 200 observers including other Canadian trade unionists, the conference was an eye-opener.

Although the dual role of the union elite in Quebec, fostering nationalism and trade unionism, sets it apart from union movements elsewhere in Canada, the conference showed Quebecers still have more in common with the rest of the country than with their would-be brothers elsewhere.

In recent provincial elections, Quebec workers voted massively Liberal—showing strong support for the economic and social policies of Premier Robert Bourassa and a strong attachment to the "good life."

Clearly, economic well-being takes precedence over the workers' struggle for control in the factory or cultural

The struggle for national liberation and for workers rights are fused in many Third World countries

desires for a free Quebec, despite the explicit wishes of the union hierarchy that organized and funded this conference.

"Your most exploited class is the equivalent of our middle class," explained Noe da Sylva Saude, of Angola, one of about 50 foreign delegates at the conference, held June 12 to 16 at an east-end Montreal CEGEP.

And a delegate who preferred to remain un-named added simply: "The problem here is your high standard of living."

But a country's GNP is not the sole criterion for membership in the third world, according to strategists in both the 170,000 member CNTU and 70,000 member CEQ.

"Of course Quebec is not a third world country if you consider GNP," concedes CEQ publicist Hubert Sacy, one of the conference organizers.

"But we have the same multinational corporations here as they do there. The difference is that we are bought, bought with comfort and credit and colour television sets. But our industry is controlled by outsiders and our workers are exploited just as they are over there."

In resource-rich Quebec as in resource-rich Chile or Rhodesia, native workers dig out the profit-bearing minerals or process the primary products for the benefit of multinational corporations, usually headquartered in the United States, said CNTU spokesman Michel Chartrand, during the conference.

Most of the transformation of raw materials into finished goods takes place outside the primary producing country, and expensive finished goods are sold back to the captive market, he says.

In other countries, national and workers' movements are welded together to fight this system, but in Quebec, the loose alliance of socialist and nationalist impetus' poses little threat to the established order.

Delegates from the Zimbabwe African Congress of Unions, Rafael Baleni and Enos Malandu discussed the labour and national liberation struggle in Zimbabwe (Rhodesia) in these terms.

"A general and consistent persecution of workers exists in Rhodesia as in South Africa and Namibia, which makes the struggle for independence and the struggle of the trade unions one and the same," Baleni told the congress plenary session.

"Whenever political struggles have been proscribed by emergency legislation of the minority regimes, the workers have continued to reinforce the struggle by staging successful strikes.

"In the past three years—the colonialist regime has been under a constant state of siege by increased guerrilla activities, and African workers have undertaken a series of strikes, the bus strike of 1972, the coal miners strike of 1974, and strikes in many other industries."

The African workers' exclusion from normal life, and wage rates averaging from about $15 to $30, while whites earn on average about $400 per month, form the basis for fusing the union movement and the nationalist struggle in Rhodesia.

And the participation in this exploitation of multinational corporations, many of which operate here in Canada, means that "these companies are seen as the real enemies of the people of Zimbabwe," Baleni concluded.

A former revolutionary from Guinea-Bissau, a Portuguese colony in West Africa that became independent in 1973, outlined a similar relationship between union activity and the movement for national independence.

Pasqual Alves, a member of the Guinea-Bissau National Workers Union and the country's state council said the independence struggle in his nation began with union fights for justice for black workers there.

The conference showed Quebecers still have more in common with the rest of the country than with their would-be brothers elsewhere

Trade unions were first organized in his country of 800,000 people to protect the rights of white Portuguese working in the colony. The unions had some black members in certain industries but Portugal's anti-strike laws prevented them from taking to the streets in the fight for higher wages. Union headquarters in Portugal hesitated to help the blacks.

Eventually the local union leaders began the joint struggle for workers' rights and national independence.

After a decade of bloody guerrilla warfare, independence was won and the union militants formed part of the new state's government he said.

"No one had ever heard of us until we started our struggle," Alves told one workshop. "The workers in our country weren't unionized except for some Portuguese unions run by the government. These weren't mass

unions by any means. They were formed to protect the rights of white Portuguese workers in the colony."

"There were also laws against strikes, and the workers in Portugal were too timid to confront the government. But the head of our local union was the brother of Alfredo Cabral, now secretary-general of the union. It was he who organized the 1959 strike in which 50 dockers were killed by the Portuguese army."

The 1959 strike, which coincided with the start of the guerilla war for independence, was a turning point in the country's history. Although the union leader was assassinated others took his place and eventually beat back the Portuguese troops who ceded control of the country.

An interesting sidelight to this small country's twin struggle for national independence and workers rights is that Antonio Spinola, the Portuguese general who staged the successful coup d'etat in Portugal in 1974, had been in charge of repressing Guinea-Bissau during the war, according to Alves.

"The leading revolutionary group in Portugal was the group that had been in charge of repressing Guinea-Bissau," Alves said. "It was only when they realized the impossibility of permanently repressing us that they went back and overthrew Caetano and their own repressive government."

Quebec delegates noted with astonishment how third world countries' union movements often work hand in glove with nationalist, independence movements.

In some newly independent countries like Algeria, Iraq and Guinea-Bissau, the union movement continues to work closely with the new government. But in others, such as the Caribbean nations, Peru and Chile, the labour movement is an organization that is parallel to government, with aims that differ markedly from those who run the country.

The four-day conference, which took two years to prepare and cost $82,000, including air fare for some third world delegates and simultaneous translation of all plenary sessions into English, French, Spanish and Arabic, showed once again that the Quebec labour movement places high priority on worker education. At a time when the CNTU was seriously debating cutting strike pay to 3,500 Asbestos workers (striking over health conditions in Thetford Mines) because the strike fund is low, the CNTU and the CEQ jointly spent $53,000 on air fares for Latin American and African delegates who couldn't possibly have afforded to pay their own way.

About 700 voting delegates and observers were registered at the conference, organizer Sacy of the CEQ said. About one third were held for three hours on their arrival at Dorval Airport for questioning by the RCMP. Conference organizers also noted the presence of two men with high-powered telescopes monitoring the delegates' comings and goings, from the penthouse floor of a highrise apartment building across the street from the conference.

"The Egyptians were shocked at being detained for questioning but the Palestinians are used to it," Sacy said.

"And we believe the police are also monitoring delegates and watching who comes into the building from the apartment building on the other side of Sherbrooke St. They're certainly not repairing the penthouse pool with that high powered telescope they have."

Sacy stressed that the conference was meant to be a learning experience for Quebec delegates to show them the face of "the monster" they deal with daily—the multinational corporation operating all over the world.

Since the coup in Chile...scores of union leaders have been killed, tortured, imprisoned or exiled

Delegates also learned:

—Caribbean trade union movements are routinely repressed and strikes broken up by the police and army.

—Whites entering the Caribbean as tourists "cannot be quaranteed their lives" as one delegate from Antigua put it.

—Inflation in Chile since the coup has raised prices to North American levels, although wages average $30 per month, according to exiled union delegate Oswald Cortez.

—The Gulf and Western company "broke the best union" in the Dominican Republic, according to that country's delegate Francisco Gonzalez. He added that Saha Volman, "a known agent of the CIA," was in charge of breaking that union. At Canadian-owned Falconbridge, the top union leaders were fired.

—In Trinidad, workers from the key sectors of oil, transport, sugar and agriculture banded together in a 40,000 person strike that almost crippled that country's economy between January and April of this year. The strike was broken by the army and police, according to Raffique Shah of Trinidad's island-wide farmers' trade union.

—Three official delegates from the Dominican Republic, leaders of that nation's major union, have been imprisoned on allegedly spurious charges. They are: Francisco Antonio Santos, secretary-general of the Dominican Republic's General Workers Central; Eugenio Perez Cepeda and Julio de Peda Valdez.

Latin American delegates stressed the perils of organizing workers in their countries.

Three would-be delegates from the Dominican Republic, for example, were unable to attend the conference because they were arrested and imprisoned shortly before their planned departure.

And since the coup in Chile in the fall of 1973, scores of union leaders have been killed, tortured, imprisoned or exiled. Among the exiles is Oswaldo Cortez, one of Chile's two official conference delegates.

During a round-table discussion with journalists following conference workshops, Latin American delegates explained their problems at home and how they view the Quebec situation.

The multinationals came under heavy fire from every direction during the conference

Francisco Gonzalez, a delegate from the Dominican Republic's Workers' Union noted that political consciousness is increasing among workers, both in his country and Canada.

The multinationals came under heavy fire from every direction during the conference, with Gonzalez and others suggesting they interfere in the political workings of independent states as well as those under colonial domination.

Gonzalez, a member of his union's youth wing, said: "Three of our leaders who were supposed to be delegates are in prison and two others have been persecuted. No union leaders are being allowed to leave the country.

"Workers seem to be aware of their exploitation by employers in general, and by American corporations in particular."

"In the Dominican Republic, the workers denounced the bad environment conditions in the Falconbridge nickel installation but were told the safety measures were good because they were the same as those in Canada. When we got here we found these famed safety measures as useless here as at home."

But despite the foreign delegates' polite affirmations of Quebec's "oppressed" status within North America, it was evident that most of these delegates didn't expect great revolutionary strides to be made here in the near future.

Peruvian and Mexican delegates outlined some of the dangers facing a would-be militant union movement in a relatively well-off part of the world by discussing the history of their own labour movements.

"One thing is absolutely clear," said Andres Luna Vargas, discussing the similarities and differences between the Peru and Quebec situations.

"We face the same enemy, American economic imperialism. But in my country there are two kinds of union participation. The first tries openly to co-operate with the government and says it is the enemy of the class struggle. It is supported by the mass of the people and influential with government. On the other hand, the agricultural workers whom I represent, the miners, the teachers and other unions are trying to form an opposite pole, a different kind of unionism, and it is very difficult."

There is one obvious parallel between the Quebec and Peruvian situations. The militant teachers' union, the CEQ, was the wellspring and mainstay for

Peruvian and Mexican delegates outlined some of the dangers facing a would-be militant union movement... by discussing the history of their own labour movements

the conference organization, and it was supported primarily by the CNTU, a confederation of miners, professional people, nurses, hospital workers and so on. Notably absent from the conference was Quebec's third major central, the Quebec Federation of Labour.

The QFL representing industrial unions, has been openly accused by its rivals of playing along with Quebec's Liberal government and working on a riding level to help elect Liberal candidates to the National Assembly.

Sacy said the QFL originally intended to participate but withdrew not long before the conference began.

A Mexican delegate to the conference, Arturo Alcade Justiniani of the Authentic Workers Front, presented his country's labour movement as an example of what happens to unions that aren't politically conscious and don't keep their skirts clear of government.

Justiniani said his country had a vigorous labour movement during the 1930s, but this movement is now trammeled in its own bureaucracy, working with the government to guarantee cheap labour, and labour peace to the multinational corporations operating in Mexico.

"Since we've been here we've noted some differences and many similarities to the Mexican situation," he said.

"We found exploitation exists despite the façade of the developed country, and the origin of capitalism is the same in your country as in ours."

"Multinational companies produce the same effects in our country as yours except that unionism is more threatened at home. Another difference is that we have a serious colour problem as well as union problems."

"But the evolution of our union movement might give you a good example to consider. In the 1930s we had a strong union movement with no political consciousness. We now have a bureaucratic structure where the same secretary-general has been in charge for 35 years, and he guarantees low salaries and labour peace to the government and the multinational companies. The principle labour central has the support of the government party and takes part in its capitalist strategies. Everyone is preoccupied with purging the unions, and we're in a situation that is hard to get out of."

The conference wound up with a three-page general statement agreed to by all voting delegates from Quebec, Latin America, the Caribbean, African nations, and Arab countries. Several Palestinians who are members of Arab trade unions in the countries where they reside were also voting delegates.

Condemning the exploitation of natural resources, "whether in Quebec, Latin America, the Caribbean, African or Asian countries by multinational companies," they supported "the right of any country to nationalize its natural resources." Pledging to keep in close touch in the fight against the multinational corporations, delegates promised to work together in "solidarity for the struggle of all oppressed workers."

They denounced the Quebec mass media for virtually ignoring the conference and gave their support to the Palestinian Liberation organization in its fight against Israel.

For the people of the third world countries the conference, (first of its kind except for a similar one held in Chile shortly before the 1973 coup) was an opportunity to see "how the other half lives."

Despite tight security precautions to make sure all delegates registered well in advance of the conference and were, in fact, who they claimed to be, many of the foreign delegates were clearly uneasy in the presence of members of the Western mass media and even in the company of their fellow delegates.

What the Quebec workers learned can probably be summed up in the comments heard on opening night when an English-speaking delegate from Africa took the microphone to explain the colonial struggle in Rhodesia.

"Why is that guy speaking English?" one delegate from Thetford Mines asked another. "In lots of third world countries the oppressed people speak English, not just the bosses," her companion replied.

By the time the conference ended, these delegates and other working Quebecers there had their consciousness' magnified 100 times, turning their attention away from the language issue which has divided Quebec workers.

Adjusting to Inflation

by Frederick Stapenhurst

Canada's stubbornly high rate of inflation has forced policymakers to look at "new" approaches to the problem. One approach receiving extensive coverage in academic and business journals is indexation — the linking of the number of dollars to be delivered on a contract to changes in some specified price index. Much confusion still exists about the relative advantages and disadvantages of indexation, however. This article examines how an indexing system might work, and evaluates some of the observations made by economists about indexation as a desirable arrangement for the Canadian economy.

Indexing simply means attaching escalator clauses based on some relevant yardstick of inflation to various long-term contracts. Wages and rents, for example would be raised periodically to keep step with the cost of living. Interest payments on bonds and bank deposits would be adjusted in line with the inflation rate, and the tax system would be readjusted so that corporate and individual income gains that merely reflect inflation are not taxed away, resulting in a loss of real income. The purpose of indexation is not to check inflation, but simply to provide a more rapid and near-full adjustment of the economy to inflationary forces, thereby blunting their impact.

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Indexing is hardly a new concept; indeed, attempts to adjust to inflation are as old as inflation itself. In England, the payment of tithes was once linked to an average of wheat, barley and oats prices; Oxford and Cambridge Universities rented their land for payments in grain, thus ensuring against price fluctuations. And as early as the mid-1700s, a form of indexing was used in the Massachusetts Colony. Since World War I, more than 30 countries have relied at one time or another on at least limited indexing, and four of these—Brazil, Chile, Israel and Uruguay—have implemented very complex programs.

The fundamental case for comprehensive indexation rests on the claim that it would approximate the results of a stable price level — even in the absence of price stability — thus eliminating inflation-caused uncertainty over the real value of future money income.

In an unindexed economy, the chances of sizeable losses or gains in income resulting from sharp fluctuations in the general price level are great, especially in an economy with a history of price instability. It is therefore likely that in an unindexed economy more resources will be devoted to seeking effective hedges against inflation than will be the case in an indexed economy.

In the absence of indexing, labour unions, as a preliminary to wage bargaining, devote resources to estimating the attrition that future inflation may work on real wages; investors devote resources to seeking out inflation-proof assets; and profit-maximizing business decisions require more inputs of information. Indexing eliminates the need for these extra

resource-using activities by ensuring that general price-level movements will have only minimal effects on the real value of future income or capital payments. From the point of view of equity in the distribution of wealth, an unstable price level may bring about shifts in the distribution of real income among various socio-economic groups.

Although all prices may be under upward pressure during a period of general inflation, the prices of some goods and services typically go up more than the prices of others. This unevenness of the price impact results in part from different degrees of market power enjoyed by sellers of different kinds of goods and services. For example, some strong labour unions might enjoy the protection of escalator clauses in their trade agreements while weaker unions or non-union workers do not. The principle behind indexation is to provide across-the-board protection against inflation's worst effects, and thereby protect the poor, the weak and the elderly.

Another advantage of indexation is the prospect that workers will come to rely on escalator clauses to keep wages in line with prices, rather than to demand excessive "catch-up" wage increases that would raise real wages to a point where total employment growth may be slowed—which appears to be happening at the moment.

One of the most talked about disadvantages of indexation is that it could discourage the fight against inflation. Indexation is not suggested as a cure for inflation, but rather as a means of reducing the inequities of inflation while other anti-inflation policies get to the roots of the problem. It has been suggested that whatever resistance to inflation that does exist in the economy would decline if a system of indexation is adopted, and that politicians, in particular, would have very little incentive to introduce policy measures aimed at controlling the rate of inflation. Moreover, the general public may interpret the adoption of escalator clauses to mean that the government has given up the fight against inflation and is seeking only to live with it—which in turn would reinforce inflationary expectations.

More important, it would seem that a complete system of indexing would virtually ensure a rising rate of inflation that would automatically be built into the economic system. Under perfect indexation, any exogenous shock, such as the Arab oil embargo, could unleash an unlimited increase in the price level as prices affect wages, which in turn put upward pressure on prices.

Another objection to indexation is that it would hamper the economic process by interfering with the price allocation mechanism. This mechanism works by raising the relative price of scarce resources, thereby encouraging more economical use of such resources. If all costs were passed on and nominal incomes automatically adjusted, producers and consumers would have less incentive to economize by changing their buying patterns. As a result, it is argued, inflationary pressures would become even stronger and scarce resources scarcer. The effect of indexation in this respect, therefore, would be similar to that of wage and price controls, but the indexation arrangement does not, by itself, prevent relative price changes.

Finally, there would be considerable problems for a country like Canada to install a comprehensive indexing system, unless all other major countries also had such a system. If, for example, Canadian debt securities were indexed and U.S. securities were not, a flood of U.S. funds would probably flow into Canada to take advantage of this protective device. Also, with a large foreign-trade sector, Canada could not run the risk of reducing concern about inflation through indexing if other countries were still attempting to control their inflation rates.

Considerable controversy surrounds the issue of which index is appropriate as a measure of inflation. The representatives of the population to which an index refers and the samples used to reflect that population, fixity of weights, differences between list prices and transaction prices, inadequate allowances for quality changes — all these may cause measured indices to diverge from an analytically correct index. And different sectors of society will invariably push for the adoption of the particular index that best promotes *their* interests.

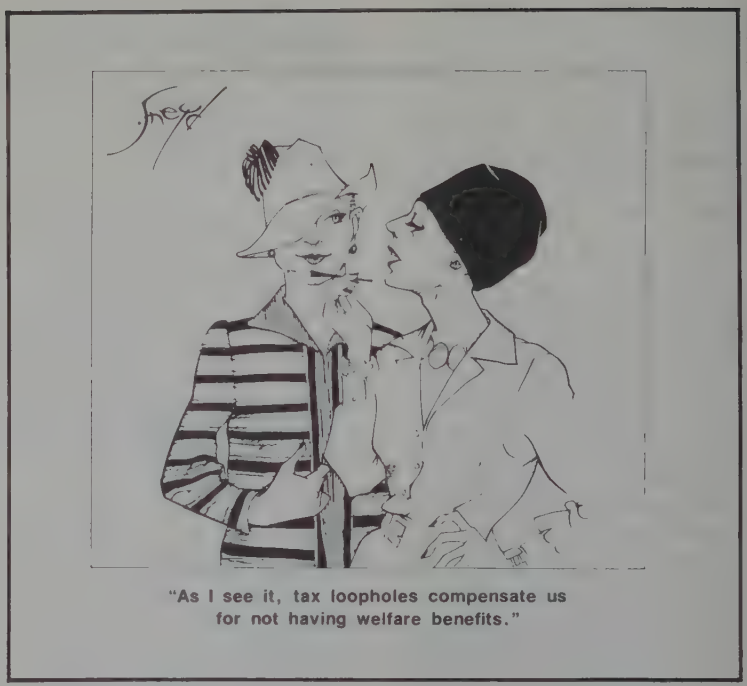
During the past two years, Canada has spasmodically installed a system of partial indexing in various areas of government activity. First, various transfer payments, particularly old age pensions, were linked to the Consumer Price Index. Then the family allowance was substantially increased—although not on an indexed basis. Later, the personal income tax system was indexed in terms of both tax brackets and personal exemptions, thus making Canada one of the first countries to adopt tax indexing. In addition, indexing has also developed to a limited extent in private wage settlements that include annual cost of living increases, and a number of major corporations have made considerable upward adjustments in their pensions, to help offset the effects of inflation. With this partial system now in place, pressure for protection against inflation is starting to build among other groups in society. This is particularly true of investors who have seen the real return on debt securities move to a negative rate, and as a result, increasing consideration is now being given to the possibility of indexing debt securities. Last year, for example, the outdated yields on Canada Savings Bonds were raised to 9 3/4 per cent—admittedly, an imprecise effort at indexing, but nevertheless containing the kernel of the idea.

Brazil's experience is often considered the prime example of indexation as a "miracle cure." In 1964, Brazil had an inflation rate of 90 per cent annually; three years later, with the adoption of indexing *and* other stringent anti-inflationary policies, the inflation rate was reduced to 25 per cent. In 1973 it was only 15 per cent. (Admittedly, last year the rate increased to around 30 per cent—mainly due to international pressures—but it is expected to decline this year to about 12 per cent.) In conjunction with its policy of indexation, Brazil adopted four other basic economic instruments to combat inflation — strict fiscal and monetary policy, price regulations, wage restraint, and a series of mini-devaluations of the cruzeiro.

According to Dr. Milton Friedman — a staunch advocate of indexation — it was the latter that enabled the rate of inflation to be reduced *without* having to go through an intervening recession. Even the more cautious OECD remarked that indexing "appears to have been instrumental in enabling the Brazilian authorities to reduce drastically the country's rate of inflation without hampering its economic growth".

In Israel, indexation of wages and investments was at least partially responsible for the reduction of inflation from 25 per cent to 3 per cent, while in Holland, indexing of wages, pensions and taxes helped to reduce inflation from nearly 10 per cent to just over 5 per cent.

Nearer home, indexing is widely used in the U.S. economy, with automatic or semi-automatic escalation clauses tied to a cost of living index in a number of key areas.



"As I see it, tax loopholes compensate us for not having welfare benefits."

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In conclusion, it should be stressed that indexation does not remove the causes of inflation; once the economy has adapted to indexation, the actual indexing, in and of itself, will not necessarily affect the inflation rate at all. However, it can compensate people for their losses in purchasing power resulting from rising prices, and it would reduce the adverse side effects that effective measures to end inflation would have on output and employment. The advantages of indexation seem obvious, but the problems of adopting a comprehensive system are very real. While the debate continues, more and more persons, institutions and business firms are wondering about the practicality of having certain segments of the economy indexed, while other segments are not. This situation is producing an identifiable set of gainers and losers and a growing disgruntlement over the failure of policymakers to find some solution to the problem of inflation.

Measuring Inflation

by G.J. Finn

One of the most popular activities for economically minded Canadians is to read, write or talk about inflation. Inevitably, this leads to mention of the cost of living index, and this is when the trouble begins. There is no such thing as a cost of living index; not in Canada, not in North America, not anywhere.

Some labour-management teams respond to inflation by incorporating a cost of living allowance (COLA) clause in their agreements, and some of these negotiating teams, now entering a second generation of COLA clause bargaining, are faced with the difficult decision of whether to maintain the "point system" or change to the so-called "percentage formula."

At the heart of both the "point system" and the "percentage formula" is the Consumer Price Index, produced monthly by Statistics Canada. But the CPI is *not* a cost of living index; it is a way of accurately measuring the change in price of a constant group of

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items such as food, household operation, haircuts and automobile repairs. The change is measured from a base period (i.e. 1961) to the present and represents the spending behaviour of a group of average families.

Each of the 300 items included in the basket of goods and services is described in detail in a manual used by those collecting the prices. This guarantees the same item will be priced each and every week. It is obvious that if different items were priced from one week to the next, it would be impossible to determine the extent the price has changed. For example, cans of vegetables must be the same size and quality week after week if we are going to determine any real price increase or decrease.

A cost of living index, on the other hand, is not restricted to a constant basket of goods and services. Most people will frequently substitute consumer items in response to price changes. When the price of beef skyrocketed a while ago, many shoppers switched to poultry or fish. Similarly, as long distance telephone rates go up, a wise consumer would telephone during the discount hours whenever possible. To the extent that one makes these substitutions, the same items are not being measured each week. Measuring the actual cost of living rather than a *constant* basket of goods and services is probably the most notable difference between the CPI and a cost of living index.

The Consumer Price Index as we know it today reflects the seventh revision of item weights and content since it was first introduced early in the century. Such revisions are needed because family spending habits and the range of goods and services available change. Examples

of newly-introduced items that have become more important in family purchases since 1957 are frozen potatoes, plastic garbage bags and camping equipment.

Naturally, as some items of expenditure increase their significance in the consumer budget, others decline in relative importance. Among items whose diminished importance has led to them being dropped from the CPI basket are coal, wringer-type washers and men's hats.

Categories used in the CPI are food, clothing, housing, transportation, health and personal care, recreation, education and reading, tobacco, and alcohol. These are likely the same groups you would use in preparing a household budget. Each of the 300 items that are priced has a weight indicating its relative importance to the total basket and is grouped in one of these seven categories.

Retail prices, including all sales and excise taxes, are collected from a variety of sources, with the number of price quotations for an item varying widely, depending on its nature. In any one month, more than 40,000 individual food prices are used in the national index, on the basis of nearly one hundred items priced in up to 20 stores in each of 34 cities. On the other hand, only a single price in each city is required for such items as streetcar and bus fares or automobile licences. Although most items are priced monthly, those subject to less volatile price behaviour are priced accordingly.

This price data allows Statistics Canada to revise and update the Consumer Price Index each month. CPI generally refers to the All-Canada, All-Items index. Statistics Canada also publishes an index for each of fourteen regional cities.

The Consumer Price Index only measures prices, but there are many non-price factors, such as additions to family size and changes in the income tax structure that it omits. A true cost of living index would attempt to measure the impact of all such non-price factors. Whereas the CPI measures price changes, a cost of living index would measure the *effect* of price changes.

Quite often, the CPI is considered to be something it is not. In spite of its wide acceptance, very little is known about the CPI and how to use it as a measure of inflation.

A frequent misunderstanding is the notion of the current annual rate of increase in the CPI. There are so many different ways of measuring various rates-of-change of a given time series that anyone but a statistical expert is left bewildered by the meaning of the various rates. This problem was recently compounded with the publication of seasonally adjusted CPI data. It is suggested that a growth rate calculated using seasonally adjusted data, compounded over the preceding three months and raised to an annual rate is the most appropriate way to measure the current annual rate of inflation.

Those using the index should be aware that it relates to the expenditure basket of households with two to six persons living in urban centres with populations of more than 30,000 and earning $4,000 to $12,000 per year in 1967. The items in the average expenditure basket do not include all household expenditures. The basket excludes such items as life insurance, union dues, land and personal taxes.

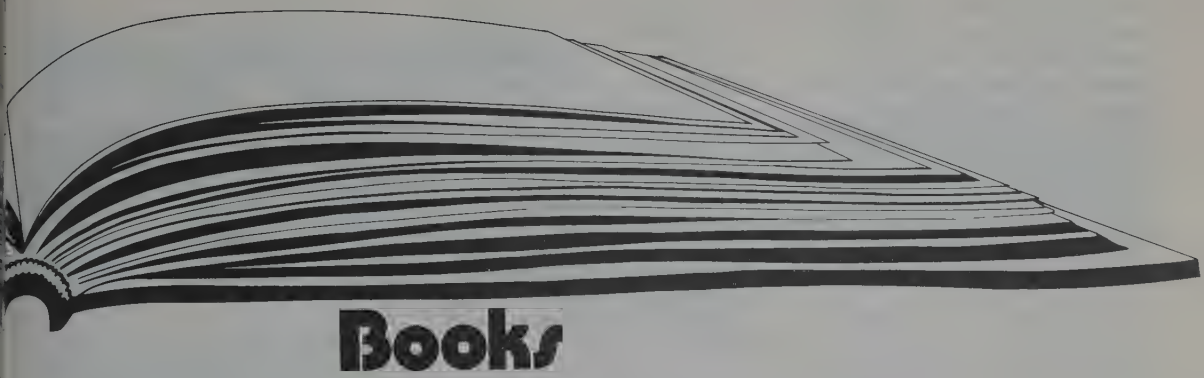
Criticisms levelled at the CPI centre on points such as the limited scope of the population coverage, and the inability to substitute goods and services and an insensitivity to quality changes in various goods and services.

It is also alleged at times that the CPI does not reflect the experience of the population living outside the CPI cities, especially of the population in small towns.

Most criticisms of the CPI tend to be made by persons wanting to use the index for some purpose other than that intended. It is obvious that if someone uses the CPI as a true cost of living index they will find that it comes up short of their expectations.

In conclusion, users of the CPI should keep in mind that it is unlikely that a single index, regardless of its conceptual and statistical qualities, could reflect the complex forces that operate to produce inflationary price change.

The Consumer Price Index is a readily available measure of price change. It is published monthly, unrevised, and it is available within two weeks of the end of the month to which it applies. Its ready availability is a significant reason for its widespread use as a monitor of current price variation.



The Bitter Thirties in Quebec

by **Evelyn Dumas**, translated from the French by Arnold Bennett, Montreal, Black Rose Books, 1975, 151 pp.

The publisher and translator have done English-speaking Canadians a service by providing this English-language version of Evelyn Dumas' history of several bitter strikes in Quebec in the 1930s and 40s. The book first appeared in French, under the title, *Dans le sommeil de nos os* (In the sleep of our bones).

It reminds Canadians that labour militancy in Quebec is not a post-war development but has a much longer history. It is well researched, based on interviews with some of the strikers themselves, newspapers of the period and documentation provided by the Canada Department of Labour and other government agencies.

Dumas has covered labour for three daily newspapers– *Le Devoir*, the *Montreal Star* and *Le Jour*. Arnold Bennett has retained the author's own style in his near-literal translation. While the result may leave the work somewhat deficient as English literature, the reader is aware that a writer who declares herself to be "in love with the workers," is telling their story with the authenticity possible only to one of their fellow Quebecois.

Most of the strikes reviewed are little known to the postwar generation, among them the "foreigners' strike" at the Noranda copper mines. It was called that because most of the employees were immigrants. The walkout was promoted by the Workers Unity League, "a completely Canadian, Communist-inspired union" that existed only between 1929 and 1935, and it was broken when the company brought in English- and French-speaking native-born workers. Indeed, the *Rouyn-Noranda Press* wrote that the "Reds" had rendered the "inestimable service," because as a result of the strike the percentage of foreign-born workers at the mine had fallen from 50 to 25 per cent, and the percentage of French-Canadian employees had increased considerably.

Dumas describes the early struggles to organize the garment industry in Montreal, when 4,000 workers, many of them women, marched in the streets, and masses of women picketed stores. She tells of activists from the International Ladies Garment Workers Union in 1935 visiting workers in their homes to tell them not to go to work the next day, and of visiting the shops to shut off the power and stop the machines. Obviously, labour militancy did not have to wait until the 1960s and 70s to erupt in Quebec.

She also tells the tale of the girls employed as drapers and hand finishers who won a $2.50-a-week increase in another garment strike, and then wanted to give the money to a union representative "because we went to church yesterday and it was explained to us that this money was a sin, and it was a sin to accept it."

She also describes the efforts by the Canadian and Catholic Confederation of Labour, predecessor of the Confederation of National Trade Unions, to oppose the ILGWU. A letter

from the CCCL's general chaplain and two other priests was read from the pulpits of Montreal churches: "In substance the letter said that with the approval of Cardinal Villeneuve of Quebec, the reverend abbés urged the workers not to join the international union; it demanded that the government arrest and deport "foreign agents and communists' who were leading the ILGWU."

Dumas recounts the bitter 10-day strike at the Aluminum Company of Canada factory at Arvida, which, as supplier of aluminum for airplane construction, was one of the country's most important war industries. Militant workers seized the factory, the federal government sent in 400 soldiers, and vats of aluminum were allowed to "freeze", reducing wartime production by 32 million pounds at a cost to the company of six million dollars.

Also forgotten, and revived by Dumas, are the jurisdictional strikes by the CCCL and two international unions—the Brotherhood of Paper Workers and the Brotherhood of Pulp, Sulphite and Paper Mill Workers.

Nor are strikes by Montreal police and firemen phenomena of the 1970s. Both groups walked off the job in Montreal in 1943; so did municipal blue-workers and white-collar collar workers, as well as street railway employees.

Dumas covers a period of stormy labour relations. There were 667 strikes in the province from 1939 to 1946, 133 of them in 1942 alone and 103 in 1943. Clearly, as the author observes, "the opening of the left in Quebec did not begin just 10 years ago or 20 years ago."

She asks why the strikes of the period "have been spoken of too little up to now" and then answers her own question: "Perhaps there has been too much reliance, in the examination of the social history of Quebec, on the statements of official spokesmen, on those whom others have called 'the situation definers'. There should have been more attention paid to those who made this history."

Dumas, in bridging this historical gap, has provided an easy and interesting introduction to a period of Quebec labour history little known to English-speaking Canadians. *The Bitter Thirties in Quebec* is a helpful background for understanding the current, equally bitter, Seventies.

—Roy LaBerge

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Letters must be signed
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forum

Guaranteed Income

Health and Welfare Minister Marc Lalonde has served notice in the bluntest of terms that the government is determined to implement a guaranteed income program designed to lift the burden of poverty from a large number of Canadians.

Lalonde says that the three primary goals of a new plan to help the poor have been agreed upon by Ottawa and the provincial welfare ministers. They are:

1. To guarantee to every individual or family an adequate income in relation to community standards.

2. To minimize hardships resulting from sudden changes in income.

3. To encourage people to improve their social and economic position.

Lalonde points out that the pattern of income distribution in Canada has changed scarcely at all during the past 25 years. The bottom 20 per cent of Canadian families receive less than 6 per cent of total family income, whereas the top 20 per cent receive 39 per cent.

For those in the upper 20 per cent it is difficult to understand what it means to be in the bottom one fifth. It means, as Lalonde says, "children who are undernourished and sick; youths who can never achieve their full potential because nutritional deficiencies or the realities of life on the streets rob them of ambition and energy; young adults struggling to raise undernourished children while they themselves are ill; the elderly or the disabled living alone in single rooms, excluded from the mainstream of society."

These are conditions any compassionate society would want to change. But how, precisely, does the government propose to do it?

An essential part of the new program will be an effort by government to persuade employers to hire productive people, such as the handicapped or heads of single-parent families, who cannot be expected to adapt or to conform with normal work arrangements.

Lalonde also gave clear assurance that the new guaranteed-income program will not encourage malingering. He promises to develop "work incentive measures for those working, but at unacceptably low incomes, to ensure that people who are employed more or less regularly will receive incomes higher than the levels guaranteed to those not working but receiving a guaranteed income."

The minister did not discuss cost when describing the government's commitment to an income-maintenance program. Presumably this is a detail that will be revealed along with the other specifics of the program this summer.

Meanwhile, it is reassuring that a vital ingredient of the new program will be a strong incentive for people to work, rather than live off those other members of society whose productivity is essential to the generation of the tax revenue necessary to help the poor.

Editorial
The Financial Post, Toronto

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Railway Unions Unhappy With Transport Policy

The recent unveiling of Jean Marchand's "new" transportation policy sent ripples of apprehension and dismay through the ranks of the railway unions.

They had been promised full consultation in the proposed reform of the transport system. Instead they received only a token briefing on the voluminous reports a few weeks before they were released. They had little opportunity to make an input during the actual formation of policy.

When reproached by a rail union leader during a public briefing session, Marchand contended that his speech and the accompanying documents

were only the "framework" for a new policy. They were, he said, intended to stimulate debate leading up to the tabling of specific amendments to the National Transportation Act later in the year. The unions, he added, would have lots of time to make their views known before then.

This may be so. But they would have preferred to be let in at the stage when basic principles and premises were being decided...

Last year, particularly during the election campaign, Marchand promised a glorious revival of railway passenger service. He argued that the train is the most efficient vehicle for moving people, consumes far less fuel than other modes, causes less pollution and requires less use of land. It was the answer, he claimed, to the growing traffic congestion and environmental abuse stemming from our top-heavy reliance on the private automobile.

In his new policy, however, while continuing to pay lip service to these broader social considerations, he falls back on "commercial viability" as the main criterion. All the emphasis on improving rail passenger facilities is confined to the highly urbanized Quebec-Windsor corridor, with the implication that passenger trains elsewhere in the country will soon suffer the fate of the dodo bird.

"It would be cheaper," he said, "to give train travellers in these outlying areas free bus tickets." That flippant remark betrays a very narrow view of transportation needs. It is based solely on profit- and-loss and government subsidy figures, all suspect since they overlook the fact that the railway companies have been striving for years to discourage rather than attract passengers.

And they misrepresent the actual subsidies, largely ignoring the huge indirect costs of airport and highway construction, navigation and meteorological services, dock and harbour dredging operations, snow-clearing, and the many other government-financed aids enjoyed by the non-railway transport firms.

The rail unions naturally wonder whose influence caused Marchand to do a philosophical flip-flop and revert to the free enterprise concept of public transit enshrined by his predecessor, J.W. Pickersgill...

With the profit motive now reinstated as the test of rail service, the unions aren't hopeful they can keep the passenger trains running much longer outside central Canada. They may have to be content with lobbying for legislative action to protect their members from the ensuing job dislocations...

They are also concerned about the reference in Marchand's verbal effusion to the need to prevent strikes from interrupting the movement of grain and other essential commodities.

The rail unions' right to strike is already severely limited—usually being rescinded after a week or so by parliamentary back-to-work orders—but they would strenuously object to having it withdrawn entirely.

They will be warning Marchand and his cabinet colleagues that such a prohibition could provoke more labour unrest on the railways, instead of reducing it.

It may be significant that Canadian National and Canadian Pacific have quietly been sounding out union leaders on the possibility of negotiating a long-term contract this fall when the present one-year agreement expires. Some company officials have even proposed an unprecedented five-year contract.

In view of the uncertainty aroused by Marchand's policy statement, the unions will be wary of getting locked into more than a one-year pact. They don't want to sign a long-term agreement, and then be hit with a series of job-destroying changes that they would be powerless to deal with.

Marchand's new policy, which the unions had looked forward to with hope, has instead intensified their fears. Unless its basic principles and assumptions are radically altered in the next few months, it will create among railway workers a pre-bargaining mood not at all conducive to a peaceful settlement.

Ed Finn
Public Relations Director
Canadian Brotherhood of Railway Transport, and General Workers
In *The Toronto Star*

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Can Unions Criticize Government?

Arthur Stewart, president of the 8,000-member Supply and Services Union of the Public Service Alliance of Canada (PSAC) received a three-month suspension from the Minister of Supply and Services, Jean-Pierre Goyer, for publicly criticizing his department.

A services officer who belongs to the same union as Stewart, discusses the implications of Goyer's actions for public service unions:

The suspension of Stewart by Goyer, claiming that Stewart was acting in his capacity as a departmental employee, not as a union president, should serve as a warning to other public-sector unions. This is especially true for the PSAC and its 15 other component unions.

According to the constitution of the PSAC, only public service employees are eligible for elected union offices. If the government chooses to take punitive action against any public servant, acting in his or her capacity

as a union official, the government has the ability to manipulate public-sector unions at its whim.

This is a perfect Catch 22 situation: To be a union president one must be a public servant, but if one is a public servant, one cannot act publicly as a union president.

Yet it is ludicrous to think that union presidents in the public sector have no right to criticize the government. Certainly, not even Bryce Mackasey would deny that Joe Davidson, president of the Canadian Union of Postal Workers, has a right to speak out on behalf of the rank and file of postal workers.

However, if the Stewart suspension is not rescinded, public-sector unionism will be seriously undermined. Can collective bargaining be taken seriously when with one hand the government gives public servants the right to bargain collectively, and with the other hand the government suspends union presidents for speaking out on behalf of their members?

If this is indeed the case, it follows that the government should also rescind collective bargaining. Then public servants could be reassured as to what the government's own attitude is.

Gerard Kreeft
In *The Citizen*, Ottawa

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Strikes Unacceptable

It is strange how workers like teachers and hospital staff assert that their work is so important that they must be paid high wages and then, when the strike issue arises, turn around and contend that the work is so non-essential that a strike will cause no injury.

Mrs. Hartman [national secretary-treasurer of the Canadian Union of Public Employees] said that compulsory arbitration cannot be made to work. Yet compulsory arbitration in Ontario initially produced some of the best settlements that hospital workers ever received. If it has ceased to do the job, it is because all those involved have not worked to keep the process functioning well.

It is understandable that those who have never had the right to strike, or had it only recently, should feel compelled to use it; but that does not make it necessary or acceptable.

Many hospital workers have been treated unfairly; many hospital boards have clung too stubbornly to the historic idea that hospital work was charitable work and ought to be low-paid; some governments have refused boards the room to bargain honestly with their workers.

But strikes will not provide an answer. They will merely intensify the atmosphere of confrontation and drive the public to demand that politicians write law to limit further the use of the strike.

What Canada desperately needs is reasonable people who will seriously seek alternatives to strikes. We settle our other disputes through the courts. What structures do we need to settle labour-management disputes?

If the words compulsory arbitration raise union hackles, then we need new words to cover a new system. Communication between labour and management would have to be improved, so that it functions from day to day, solving problems as they arise and preventing a vast pile-up of grievances that preconditions a union to strike.

We need yardsticks shaped in non-essential, non-monopolistic industries that do have the right to strike. These yardsticks could then be used as tools in reaching fair settlements in essential industries denied the strike weapon. We need more trained and experienced mediators and arbitrators.

We need people who will think out new means of achieving labour justice that have not yet been used in Canada, or have perhaps been used nowhere. We need the will to seek alternatives to the strike. We need all this because labour-management relations is one part of our society that has never been brought fully under a judicial process and that, in a civilized country, is where it belongs.

Editorial
The Globe and Mail

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Income Redistribution

The more one considers the matter, the clearer it becomes that redistribution is in its effects far less a redistribution of income from the richer to the poorer, as we imagined, than a redistribution of power from the individual to the state. In so far as the state amputates higher incomes, it must assume their saving and investment functions. In so far as the amputated higher incomes fail to sustain certain social activities, the state must step in, subsidize these activities, and preside over them.

Bertrand de Jouvenel
Economist
Quoted in *Canadian Business*

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Labour Legislation in 1974

Part VI—Workmen's Compensation

by Michel Gauvin

In 1974, several jurisdictions made changes in their workmen's compensation legislation. Saskatchewan passed a new Act, The Workers' Compensation Act, 1974, to replace The Workmen's Compensation (Accident Fund) Act. Amendments were also made to the Acts of British Columbia, Manitoba, Ontario, Prince Edward Island, New Brunswick and to the federal Merchant Seamen Compensation Act. In British Columbia and Manitoba, the title of the Act has been changed to "The Workers' Compensation Act"; this title is now standard in the four western provinces. In the Northwest Territories a revised Workers' Compensation Ordinance, effective October 1, 1974, provides for the creation of a Board to administer the legislation.

Creation of NWT Board

A Workers' Compensation Board has been established in the Northwest Territories to administer the Workers' Compensation Ordinance. Since 1954, the Alberta Workers' Compensation Board had looked after the adjudication of claims referred to it by the Northwest Territories Commissioner, acting as a referee for the assessment of permanent disability, and for contentious cases of claims. These responsibilities ceased with the issue of the new Ordinance.

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The board consists of three members appointed by the commissioner for a term not exceeding five years; however, any member whose term has expired is eligible for reappointment.

The commissioner may appoint one member to be chairman of the board. Two members of the board constitute a quorum and the board may appoint a medical adviser to assist it in its proceedings.

The board has power to determine all matters and questions arising under the Ordinance. This task was formerly performed by the commissioner or a referee appointed by him.

Any action or decision of the board is final and is not open to review in any court except where there has been a denial of natural justice or an excess of jurisdiction exercised by the board.

All decisions and rulings of the board must be given according to the justice and merits of the case, and the board must, from the circumstances of the case, the evidence adduced and medical opinions, draw all reasonable inferences and presumptions in favour of the worker.

In the case an amount awarded as compensation by the board is not paid within 30 days of the day on which the award was made or required to be paid, whichever is applicable, the board, the worker or any dependant may file a certificate embodying the substance of the order with the clerk of the Court, and this certificate is deemed to have the same effect as if it were a judgment of the Court.

Coverage

The revised Northwest Territories Ordinance applies to employers in all industries in the Territories except those exempted by a regulation of the Board. Employers are not liable to pay compensation, however, in the case of casual workers, domestic servants, outworkers or members of the legal, medical, accounting, dental or pharmaceutical profession; the industries of farming and ranching have been removed from this list of excluded occupations.

Persons working in the public interest, whether they are paid or not, may be brought under the scope of the Ordinance by the commissioner, upon such terms and conditions as he directs, and are deemed to be employees of the Government of the Northwest Territories for the purposes of the Ordinance. The commissioner may also deem to be workers employed by the Government of the Northwest Territories any person or class of persons enrolled in a vocational or training program approved by him.

In Alberta, general regulations in force on January 1, 1974, set out the list of industries, establishments, undertakings, trades or businesses that are exempt from the application of the Act unless the work in which they are engaged is carried on as part of an industry to which the Act applies or there has been an application for coverage approved by the board. According to the regulations, the Act does not apply to flight-crew members, any workers assigned to the duty of flying for the main purpose of servicing the aircraft, any operation of airplanes for hire and the operation of flying schools or clubs. Unless exceptions are made, teachers, principals, other school administrator staff and professionals are not covered by the Act.

The Ontario Workmen's Compensation Act now covers volunteer municipal ambulance brigades. Also in Ontario, an airline that has a regularly scheduled international passenger service and works constructed or operated by the airline and used or intended to be used for or in connection with the business of the airline, are included in the category of employers individually liable to pay compensation and medical aid. This became effective January 1, 1974.

Coming into force on January 1, 1975, Saskatchewan's list of industries exluded from the operation of the Act unless an application for coverage has been accepted by the board has been substantially reduced. The remaining industries or occupations are characterized by the sporadic and transient nature of the work and the impracticability of obtaining an accurate record thereof.

Also in Saskatchewan, where a union represents a worker or workers in an industry not within the scope of the Act, the employer may submit an application for coverage only with the consent of the union.

Amendments to the British Columbia Act have expanded the circumstances in which overage is available to work study and self-improvement programs. In the case of a person or group of persons engaged in a work study or any other program of self-improvement involving work, whether payment is received or not, the board may admit the persons concerned as being within the scope of Part I of the Act upon an application of an employer or a program organizer. The board may also, with the approval of the Lieutenant-Governor in Council, deem any person or group engaged in such program to be workers of the Crown in right of the province and to be covered by Part I of the Act.

In Manitoba the Lieutenant-Governor in Council may, by order, declare any persons or class of persons to be workmen in the employment of the Government. Except as otherwise directed, such workers are to be compensated in accordance with special provisions, which set out the income on which compensation is to be based for temporary and permanent disability.

The Lieutenant-Governor in Council may also, by regulation, include any industry within the application of Part I of the Act, and in so doing he may provide that the regulation applies to a part or the whole of the province.

Part I of Newfoundland's Act now applies to the industries of whaling, sealing and farming. Persons involved in the industry of fishing, whaling or sealing who are remunerated by shares or who are employed on a boat, vessel or ship provided by the employer are deemed to be workmen for the purpose of the Act. The Workmen's Compensation Act, 1948, which applied to certain classes of commercial fishermen, was repealed July 3, 1973. Accidents that occurred before that date, however, continue to be under the operation of the Act.

Earnings Ceiling

Effective July 1, 1974 the ceiling on maximum annual earnings on which compensation payments are based was increased from $8,400 to $10,000 in Saskatchewan, from $8,000 to $10,000 in Manitoba and from $10,000 to $12,000 in Ontario. In British Columbia, the new maximum annual wage is now of $12,100 effective January 1, 1975; this reflects an increase in average wages and salaries in the province. Northwest Territories raised its ceiling to $10,000 for accidents occurring after September 30, 1974.

Coming into force January 1, 1975, Prince Edward Island increased its ceiling by $1,000 to $8,000 and New Brunswick raised its from $7,500 to $9,000.

Amendments to the legislation of Manitoba and Saskatchewan provide that the income ceiling will be increased by $1,000 increments whenever 10 per cent or more workers injured during the preceding year are earning incomes in excess of the maximum average earnings applicable at that time.

In British Columbia a new formula adjusting the earnings ceiling has been introduced. Prior to the end of each year, the board determines the maximum wage rate for the following year; the amount is established in relation with the annual average wages and salaries in the province for the preceding year.

The maximum annual earnings insurable in respect of a member of municipal volunteer fire brigade and firefighter covered by the Manitoba Act have been increased from $8,000 to $10,000 a year in respect of injuries occurring on or after July 1, 1974.

Benefits to Dependants

Allowances paid to dependants of workers fatally injured have been increased in five provinces and the Northwest Territories, and for merchant seamen (federal). A new system based on the pension the deceased worker would have received for permanent total disability has been introduced in British Columbia and Manitoba.

In the case of the death of a worker in British Columbia, the funeral expenses were increased from $380 to $669.60 and for incidental and transportation expenses from $120 to $223.20, effective January 1, 1975.

A new system of compensation for deaths occurring on or after July 1, 1974 is included in The Workmen's Compensation Amendment Act, 1974. A widow or invalid widower with two or more children is to receive an amount equal to the pension the deceased worker would have received for permanent total disability plus $72.54 per month for each child beyond two in number. Federal benefits payable under the Canada Pension Plan as a result of the death or because the spouse has retired or reached retirement age are included in the amount.

A widow or an invalid widower with one child is to receive 85 per cent of the permanent total disability pension (federal benefits included). A widow of 50 years or over at the date of death or an invalid spouse is entitled to 60 per cent of the permanent total disability pension (federal benefits included). A capital sum of $11,160.08 is paid to a widow under 40 years at the date of death where there are no dependant children or to a widower when the surviving spouse is not an invalid.

A widow who is not an invalid, has no dependent children and is between the age of 40 and 50 years at the date of death is entitled to a minimum amount of $234.36 a month plus a proportion (according to the age) of the difference between this amount and what is received by a widow of 50 years or over. A table showing the various proportions is included in the Act.

Where there is no surviving spouse or common-law wife eligible for montly payments, a dependent child under 18 or 21 years if attending school, or an invalid child, is entitled to a monthly payment that equals 40 per cent of the permanent disability pension when combined with federal benefits. For two children the percentage is 50 per cent and when there are three or more, the proportion is 60 per cent plus $72.54 a month for each child beyond three in number.

The minimum allowances payable to a widow or widower with one or more children, to a widow of 50 years or over, to an invalid spouse or to orphan(s) is calculated in each case in respect of a deceased worker with average earnings of $7,812.05.

The period after which a common-law wife is entitled to compensation, provided that the worker does not leave a dependent widow, has been reduced by 50 per cent to three years or one year where a child was born to the union.

Where compensation is being paid to dependants in respect of deaths occurring prior to July 1, 1974, and those dependants are not entitled to receive benefits under the Canada Pension Plan, a widow of 50 years of age or over, an invalid spouse, orphan(s) or a widow with children are entitled to additional monthly payments equal to $97.10 for a spouse and $30.13 for each child. Where dependants would qualify for such increases but for the fact that they are receiving benefits under the Canada Pension Plan, and where the total amount they receive is less than what is provided under the Act, the amount is increased accordingly.

An Act to amend The Workmen's Compensation Act was passed in Manitoba. Allowances paid to widows or invalid widowers or employees fatally injured before January 1, 1974 went up by 66.6 per cent from $150 to $250 monthly. Additionally, for children under age 16, allowances were increased from $60 to $70 monthly, and for children over 16 years continuing their education, the amount went up from $70 to $80 monthly.

A widow or an invalid widower cannot receive less than $250; where there is one child, the minimum amount to the surviving parent is $250 plus the allowance the child is entitled to; where there are two or more children $250 plus any amounts payable for the two oldest children.

Where the dependants are orphaned children, the monthly payment for

each child under the age of 16 years has been increased from $70 to $80 and from $80 to $90 when education is being continued.

The monthly allowance granted to a workman's mother who was wholly dependent upon his earnings has been increased to $250 from $150.

Where a worker dies after December 31, 1973, the compensation to a widow or an invalid widower is to be the greater of a monthly allowance equal to the permanent total disability pension the workman would have been entitled to if he had lived, or the compensation provided for deaths occurring before January 1, 1974 as mentioned above.

Where a workman who dies after December 31, 1973 leaves no surviving dependent spouse or where the dependent widow or invalid widower receiving compensation dies, other dependants' allowances are calculated according to the provisions of the Act which deal with deaths occurring before January 1, 1974.

Under its new Workers' Compensation Act, Saskatchewan has changed most provisions dealing with compensation to dependants in case of death.

The necessary funeral expenses have been increased from $300 to $400. Benefits to a surviving dependent spouse were increased by 105 per cent from $133.90 to $275 per month. Dependent spouses are entitled to benefits whether widow or widower. The monthly allowance received by a surviving spouse in respect of a child under 16 years has been increased from $52.50 to $65 a month. Where the only dependants are children under 16 years they now receive an allowance of $80 a month compared with $68.25 previously.

The lump sum given in the case of death to a surviving spouse, or where the worker leaves no surviving spouse to a foster parent, is now $500, an increase of $200.

Where a worker leaves no dependent spouse, a common-law spouse is entitled to compensation provided that they have cohabited for a period of two years preceding the death of the worker. Formerly the requirement was five years, or three when a child was born.

Effective July 1, 1974, monthly payments to a dependent widow or widower in Ontario have been increased from $250 to $260 a month.

Amendments to the Prince Edward Island Act have increased the monthly allowance to dependent widows or invalid widowers from $100 to $150 and the additional payment to each child under 16 years was increased from $30 to $40. This took effect on April 1, 1974. Where the dependants are children, the monthly payment is now of $50 compared with $40 previously.

The revised Northwest Territories Ordinance includes some changes dealing with the payment of benefits to dependants. The maximum funeral expenses have been increased from $300 to $500. Necessary expenses are allowed for the transportation of the body within the limits of the Territories.

Where the accident occurred after September 30, 1974, the lump sum payable to a dependent widow or dependent widower is increased to $500 from $300.

In the case of deaths occurring after September 30, 1974, a dependent widow or widower is entitled to a monthly payment of $250. An additional amount of $70 a month is paid for children under 16 years or for so long as, in the opinion of the board, it might reasonably have been expected that, had the worker lived, he would have continued to contribute to the support of the child. Monthly payments made in respect of an invalid child of any age have also been increased to $70.

Orphan children are receiving the same allowances as children with a parent. Children under 16 years, however, or attending school, and invalid children of any age are entitled, in the discretion of the board, to an additional amount of $10 a month.

A dependent common-law husband and a foster father are now entitled to receive compensation in the same manner as a common-law wife or a foster mother.

The age limit of 21 years for compensation to children attending school has been lifted. Now a child who makes progress at any school satisfactory to the board may receive payments until he is granted a university degree for the first time or completes a course in technical or vocational training.

Workmen's compensation benefits for merchant seamen under federal jurisdiction have been increased by Order in Council, effective July 1, 1974. The Order increased allowances to widows, dependent children and orphans.

Montly allowances for widows were increased to $175 from $120; for each dependent child to $45 from $35, and for an orphaned child to $60 from $45. The lump sum payable in case of death to a widow or foster mother was raised from $300 to $400. The maximum annual earnings for the purpose of computing compensation was increased to $9,000 from $7,000.

The Merchant Seamen Compensation Act, administered by the Merchant Seamen Compensation Board, covers seamen who are not entitled to similar coverage under any of the provincial workmen's compensation Acts. There are now approximately 32 shipping companies employing about 2,100 seamen covered by the Act.

Marriage of Widow

The lump sum a dependent widow is entitled to receive because of marriage has been fixed at $3,600 in Manitoba; previously she was entitled to a sum equal to the payments for two years.

In the Northwest Territories, the lump sum has been increased from $1,500 to $2,500 and a dependent widower, a common-law wife or a common-law husband receiving compensation are also entitled to the payment.

The lump sum is equal to the payments for two years in British Columbia and Saskatchewan; the maximum amounts of $2,500 and $2,000 respectively were lifted.

In the case of remarriage after a death that occurs in Ontario after January 1, 1974, a dependent widower or a dependent common-law wife or husband are now entitled to the payment of a lump sum, as well as a dependent widow.

Disability Benefits

Seven jurisdictions have changed their legislation concerning disability benefits. The minimum compensation for permanent total and temporary total disability was increased. (See table this page.)

For temporary partial or permanent partial disability, workers receive a corresponding amount in proportion to the impairment or the diminution of earning capacity.

Effective July 1, 1974, an amendment to the Ontario Act provides that the total disability pension cannot be less than what would have been payable to dependants if the worker had died from the injury.

Also in Ontario, full benefits for injured workers who have a temporary partial disability and are unable to find suitable work will now continue for as long as the disability lasts, subject to two conditions:

1) The worker must be available for, and co-operate in any desirable medical or rehabilitation program provided by the board.

2) He must be willing to accept available employment that the board thinks is suitable to his capabilities.

In addition, the Ontario Workmen's Compensation Amendment Act, 1973 (No. 2) extends compensation to employees suffering from an industrial disease regardless of reduction of earning capacity.

The amount of the compensation is fixed with reference to the average earnings of the employee as calculated under the provisions of the Act. Where an employee is no longer engaged in the occupation by which the disease is caused, however, the board may determine his average earnings at an amount that it considers equitable, having regard to the average earnings of a fully qualified person engaged in the same occupation during the 12 months prior to the commencement of disability, but in no case exceeding the ceiling on annual earnings. This applies only to an employee who has been awarded compensation for an industrial disease on or after January 1, 1974.

The Northwest Territories Ordinance provides that a worker who is entitled to compensation because of an accident that causes temporary partial disability and who returns to suitable employment, must be paid 75 per cent of his loss of earnings for so long as the disability lasts. The ceiling on average earnings does not apply in this case but the amount cannot exceed the compensation the worker would have received for total temporary disability.

	Permanent Total	Temporary Total
British Columbia	$341.01 a month (formerly $281)	$78.69 a week[1] (formerly $42.85)
Manitoba	$250 a month[1] (formerly $175)	$250 a month[1] (formerly $40 a week)
Ontario	$260 a month (formerly $250)	$55 a week[1] (no change)
Prince Edward Island	$45 a week[1] (formerly $25)	$45 a week[1] (formerly $25)
Saskatchewan	$75 a week (formerly $40)	$75 a week[1] (formerly $40)
Northwest Territories	$55 a week[1] (formerly $40)	$55 a week[1] (formerly $40)
Federal (Merchant Seamen)	$45 a week[1] (formerly $35)	$45 a week[1] (formerly $35)

[1]or earnings, if less.

A new method of calculating permanent total disability pensions was introduced in Saskatchewan. Formerly the "average wage" used as the base was the injured worker's weekly wage as averaged over the 12 months prior to the injury. From now on, the greater of either that figure or the employee's actual wage at the time of the accident is to be used.

Where a worker suffers an injury for which permanent disability compensation is payable and the worker was, at or about the time of the injury, undergoing training or instruction of a kind satisfactory to the Saskatchewan Board, the board may review the amount of compensation payable to the worker and may increase the compensation to an amount that fairly represents in its opinion what the worker would have been earning upon the completion of the training or instruction.
Compensation for New Brunswick workers who contracted silicosis prior to June 1, 1948 has been increased from $100 to $125 a month where, in the opinion of the board, the worker is disabled and cannot continue his ordinary occupation. In case death occurred after June 1, 1948, the widow is entitled to the same compensation. This came into effect on April 1, 1974.

Review of Benefits

The Northwest Territories Workers' Compensation Board is to review the provisions of the Ordinance respecting the amounts payable as compensation. It will lay before the Council, starting at the first session in 1976 and every two years thereafter, a report setting forth its opinion as to whether the amounts payable as compensation are adequate considering the economic circumstances in the Territories at that time. The report will also contain the recommendations of the board concerning the amounts payable.

In British Columbia the provision tying compensation to the Consumer Price Index has been amended. It is now adjusted half-yearly, starting July 1, 1974, and covers all payments made under the Act.

Principles about Determination of Claims

The Workers' Compensation Board of Saskatchewan is to provide reasons in writing for its decisions regarding cases in which it is unable to determine an issue in favour of the claimant. Subject to other provision of the Act, the board is not to reject the claim of a worker for compensation or reduce the amount of compensation to him, by reason of a physical condition of the worker that was existing at the time of the injury if the condition had not prior to that injury resulted in any physical disability to the worker and had not affected his ability to do his work.

Workers' Advocate

The Government of Saskatchewan, recognizing the need for an effective appeal mechanism from the decisions of the Workers' Compensation Board, has appointed a Workers' Advocate. The Workers' Advocate has the authority to receive complaints, examine board files and otherwise assist an injured worker or his dependants in obtaining compensation from the board. He may decline to provide his services, however, in respect of any claim where he is of the opinion that the claimant does not have grounds for the compensation sought or has failed to pursue his claim for an undue length of time having regard to the circumstances of the case.

Training of Dependent Spouse

Where compensation is payable under Part I of the British Columbia Act as the result of the death of a worker, the board may make provisions and expenditures for the training or retraining of a surviving dependent spouse. This applies from July 1, 1974, whether the death occurred before or after that date.

The Saskatchewan Board also may make such expenditures as it considers necessary to encourage dependent spouses of deceased workers to become self-sufficient.

Advisory Committee

Effective January 1, 1974, the Lieutenant-Governor of Manitoba may appoint persons, including representatives of employers and workers, to a committee to advise the Minister of Labour on matters relating to compensation or any other matter under the Act.

CORRECTION

Labour Legislation in 1974, Part V—Industrial Safety and Health

The middle column on p. 461 of The Labour Gazette, *July 1975, should follow line 16 of the first column.*

Benefits for Dependants of Deceased Workman January 1, 1975

(a) Funeral, Body Transportation, Lump Sum to Widow

Province	Funeral Maximum	Transportation of Body Maximum	Widow Lump Sum
Alberta	$450	$100 (only expenses within province allowed)	$500[1]
British Columbia	$669.60 plus $223.20 plot or cremation	$223.20 (only expenses within province allowed)	$558.01[1]
Manitoba	$300 plus $50 plot or cremation	Necessary expenses; in Board's discretion part of expenses into or outside province	$650[2]
New Brunswick	$500	Necessary expenses	$300
Newfoundland	$400	$125	$300[1]
Nova Scotia	$400	$100	$500[1]
Ontario	$500	Necessary expenses	$500[1,2]
Prince Edward Island	$400	$100	$400[1]
Quebec	$600	$150	$500[2]
Saskatchewan	$400 plus $50 plot	Necessary expenses	$500[1]
Northwest Territories	$500	Necessary expenses within Territories	$500[1]
Yukon Territory	$600	$105	$525[1]
Merchant Seamen (Federal)	$400	$125	$400[2]

[1] Invalid widower dependent on deceased wife's earnings eligible for same benefits as widow; dependent widower in Alberta, Yukon and Northwest Territories.

[2] In case no spouse is surviving, foster mother eligible for lump sum.

Note: Abbreviations (not all standard)—amt., amount; av., average; circs., circumstances; diff., differences; ea., each; ex., exceeding; max., maximum; min., minimum; m., monthly; prop., proportion, proportionate; PTD., permanent total disability; w., weekly.

(b) Monthly Benefits

Province	Widow[1,4]	Child with Parent	Orphan Child	Only Dependants Other than Widow and Child	Maximum
Alberta	Full PTD. pension. Death prior to 1/1/74 min. $225	Under 18 $70 for death prior to 1/1/74[2]	Under 18 $70 plus amt. not ex. $50 to any child under 18[2]	As Nfld. Max. to parent(s) $70 m. Max. in all $105 m.	
British Columbia	$175.52[5] After 1/7/74 prop. PTD. pension[6].	Under 16 $57.14; 16-18 at school $64.29; 18-21 at school $71.42[2,5,6]	Under 16 $64.29; 16-21 at school $78.56[2] After 1/1/74 prop. PTD.7	As Nfld. Max. to parent(s) $128.34 Max. in all $128.34 If widow or orphans max. $128.34 to parent(s)	
Manitoba	Min. $250 m. Death after 31/12/73 Full PTD. pension.	Under 16 $70 Over 16 at school $80[2]	Under 16 $80 Over 16 at school $90[2]	Max. to wholly dependent mother $250 Other dependants as Nfld. Max. $30 ea. Max. in all $60	75% av. earnings[3] Min. $250 to widow; $250 plus amt. payable for child to widow with one; $250 plus amt. payable for two eldest children, widow with two or more
New Brunswick	$140	Under 21 at school $40[2]	Under 21 at school $75[2]	As Nfld.	75% of av. earnings[3]
Newfoundland	$150	Under 16 $50[2]	Under 16 $60[2]	Reasonable sum determined by Board prop. to pecuniary loss so long as Board considers worker would have contributed to support	
Nova Scotia	$252 m.	Under 18 $51 m.[2]	Under 18 $68 m.[2]	As Nfld. Max. $84 m. Max. in all $112 m.	
Ontario	$260 m.	Under 16 $70[2]	Under 16 $80[2]m.	As Nfld. Max. $260	
Prince Edward Island	$150 m.	Under 16 $40[2]m.	Under 16 $50[2]m.	As Nfld. Max. to parent(s) $40 max. in all $60	75% av. earnings Board may waive where circs. require and pay $150 to widow, $40 ea. child under 16[3]
Québec	$175.69 m.	At school, age not limited $45.69m. Not at school age limit 18[2]	At school, age not limited $71.80 m. Not at school age limit 18[2]	As Nfld.	75% av. earnings[3] Min. $221.38m. widow and one child; $267.07 m. widow and two; $312.76 m. widow and more than two
Saskatchewan	$275 m.	Under 16 $65[2]m.	Under 16 $80 m. plus sum at Board's discretion[2]	As Nfld.	

Province	Widow[1,4]	Child with Parent	Orphan Child	Only Dependants Other than Widow and Child	Maximum
Northwest Territories	Max. $250 m.	Under 16 or at school $70[2] Invalid any age $70	Under 16 or at school $70[2] Invalid any age $70 plus discretionary $10	Max. to parent $75 Max. in all $100	
Yukon Territory	$170 m.	Under 16 $55[2] Invalid child $70[2]m.	Under 18 $55[2] plus discretionary $10	Max. to parent $150 max. in all $250	
Merchant Seamen (Federal)	$175 m.	Under 18 $45[2]	Under 18 $60[2]	As Nfld.	75% of av. earnings[3]

[1] Invalid widower (widower in Alta., Ont., Sask., NWT and Yukon) dependent on his deceased wife's earnings eligible for same benefits as widow. Under all jurisdictions where there is no surviving dependent spouse, foster parent(s) eligible for same benefits as widow (invalid widower) for as long as one child is entitled to compensation; in Alberta $225 a month plus $70 a child. Where there is no surviving dependent spouse, a dependent common-law wife (husband in Alberta, Ontario and Saskatchewan) eligible in the discretion of the Board for same benefits as widow (invalid widower) in Ontario and Northwest Territories common-law wife eligible after 6 years (2 with one child or more) in Alberta 5(2), British Columbia 3(1), Saskatchewan 2, Manitoba 3, Nova Scotia 7(1), Newfoundland 7(2) and in Yukon 3 (immediately preceding death if one child or more).

[2] Payments to children may be made at Board's discretion if desirable for a child to continue his education, up to age 18 in Yukon, to 25 in Alberta, to 21 in Nova Scotia, New Brunswick, Newfoundland, Prince Edward Island, Saskatchewan and for Merchant Seamen (Federal) until the child is granted a university degree or completes a course in technical training in Manitoba and Northwest Territories; and as long as the child is pursuing his studies in Ontario and Québec. In Alberta, Newfoundland, Prince Edward Island and Yukon payments to invalid children are continued so long as the Board considers the workman would have contributed to the child's support. In other provinces, payments are continued until recovery.

[3] For maximum annual earnings on which compensation may be based, see Table 2, column 6.

[4] Marriage of dependent widow(er) lump sum equal to two years in British Columbia, Saskatchewan, Ontario, Québec and for Merchant Seamen (Federal); one year in New Brunswick and Newfoundland $2,700 in Alberta $3,600 in Manitoba; $2,625 in Yukon, $2,500 in Northwest Territories, $1,400 in Nova Scotia; and in Prince Edward Island, $100 for 12 months, in each province one total payment is available. The dependent widow or widower continues to receive payments in respect of a child.

[5] Where compensation is being paid to dependants in respect of deaths occurring before 1/7/74, and those dependants are not receiving or are not entitled to receive benefits under the Canada Pension Plan, a widow of 50 years of age or over, an invalid spouse, dependent children or a widow with children are entitled to additional monthly payments equal to $97.10 for a spouse and $30.13 for each child. Where dependants would qualify for such increases but for the fact that they are receiving benefits under the Canada Pension Plan, and where the amount of benefits is less that what they would have received, the amount is increased accordingly.

[6] B.C. system of compensation for deaths occurring on or after July 1, 1974, though the injury that caused the death may have occurred earlier: widow or invlaid widower with two or more children: PTD pension (Federal Benefits under the Canada Pension Plan included) plus $72.54 for each child beyond two. Widow or invalid widower with one child: 85% or PTD pension (Federal Benefits included). Widow of 50 years or over at the date of death or an invalid husband: 60% of PTD (Federal Benefits included). Where there are no dependent children: widow under 40 years at the date of death not invalid and widower not invalid: a capital sum of $11,160.08; widow not invalid between 40 and 50 years at the date of death: a minimum of $234.36 plus a proportion according to age of the difference between this amount and 60% of PTD pension.

[7] Benefits to orphans for deaths occurring on or after July 1, 1974: one child, 40% PTD pension (Federal Benefits included); two children 50% PTD (Federal Benefits included); three or more children, 60% PTD pension plus $72.54 for each child beyond three in number (Federal Benefits included).

Disability Benefits—January 1, 1975

Province	Permanent[5] Total	Permanent[5] Partial	Temporary[5] Total	Temporary[5] Partial	Annual Earnings Ceiling
Alberta	75% earnings Min. $275 m.	Prop. of 75% earnings based on impaired capacity[2] Min. prop. of $275	75% earnings Min. $63.46 w. earnings, if less	Prop. of 75% earnings based on impaired capacity	$10,000
British Columbia	75% earnings Min. $362.70m.	Prop. of 75% earnings based on impaired capacity[1,2,3]	75% earnings Min. $83,70 w. earnings, if less	75% diff. in earnings before and after accident[2,3]	$12,100
Manitoba	75% earnings Min. $250 m. or earnings, if less	Amt. determined by Board, not ex. 75% earnings [2,3] Board may pay more under certain conditions	75% earnings Min. $250 m. or earnings, if less	75% diff. in earnings before and after accident or based on impaired capacity[2]	$10,000
New Brunswick	Av. earnings but not ex. 75% of $9,000 Min. $250 m.	Amt. determined by Board based on impaired capacity[2] Min. $250 m. where earning capacity is diminished by 50% or more	75% earnings Min. $45 w. or earnings, if less	If earning capacity diminished by more that 10%, 75% of diminution of capacity	$9,000
Newfoundland	75% earnings Min. $250 or earnings if less	Prop. of 75% earnings based on impaired capacity[1,1] Min. prop. of $250	75% earnings Min. $45 or earnings, if less	Prop. of 75% earnings based on impaired capacity. If more equitable 75% diff. in earnings before and after accident[2,3]	$9,000
Nova Scotia	75% earnings Min. $252 m. $51 m. for each child under 18 or up to 21 at school	Prop. of 75% earnings based on impaired capacity Av. earnings must be taken as not less than $300 m.[1,2]	75% earnings Min. $66 w. or earnings, if less	75% diff. in earnings before and after accident[2,3]	$9,000
Ontario	75% earnings Min. $260 m.	Prop. of 75% earnings based on impaired Capacity[1,2] Min. prop. of $260	75% earnings Min. $55 w. earnings, if less	75% diff. in earnings before and after accident or based on impaired capacity[2,3]	$12,000
Prince Edward Island	75% earnings Min. $45 w. or earnings if less[4]	Prop. of 75% earnings based on impaired capacity[1,2,3]	75% earnings Min. $45 w. or earnings, if less	75% diff, in earnings before and after accident or based on impaired capacity[2,3]	$8,000
Québec	75% earnings Min. $35 w. or earnings, if less	Prop. of 75% earnings based on impaired capacity[2,3]	75% earnings Min. $35 w. or earnings, if less	Prop. of 75% earnings based on impaired capacity[2,3]	$9,000

Province	Permanent[5] Total	Permanent[5] Partial	Temporary[5] Total	Temporary[5] Partial	Annual Earnings Ceiling
Saskatchewan	75% earnings Min. $325 m.	Prop. of 75% earnings based on impaired capacity[1.2.3]	75% earnings Min. $75 w. or earnings, if less	75% diff. in earnings before and after accident[2]	$10,000
Northwest Territories	75% av. earnings Min. $55 w. or earnings, if less[2]	Prop. of 75% earnings based on impaired capacity	75% earnings Min. $55 w. or earnings, if less	Prop. of 75% earnings based on impaired capacity	$10,000
Yukon Territory	75% av. earnings Min. $50 w. or earnings, if less	Prop. of 75% earnings based on impaired capacity	75% earnings Min. $50 w. or earnings, if less	Prop. of 75% earnings based on impaired capacity	$9,000
Merchant Seamen Compensation (Federal)	75% av. earnings Min. $45 w. or earnings, if less	Prop. of 75% earnings based on impaired capacity[1.2.3]	75% av. earnings Min. $45 w. or earnings, if less	Prop. of 75% earnings based on impaired capacity[2.3]	$9,000

[1] The Act also permits the use of the wage-loss method in calculating compensation. Under this method, compensation is 75 per cent of the difference in the average earnings of the workman before and after the accident.

[2] If earning capacity is diminished 10 per cent or less (5 percent or less in Northwest Territories, 15 per cent in Newfoundland) a lump sum may be given.

[3] The minimum payable in case of partial disability is the same proportion of the minimum for total disability (see column 4) as impairment is of full earning capacity.

[4] Board may fix compensation on basis of $15 a week, even though earnings are less than that amount.

[5] In Alberta, British Columbia, Manitoba, Newfoundland, Ontario, Prince Edward Island, Quebec, Saskatchewan, Northwest Territories and Yukon the waiting period is one day. In Nova Scotia and for Seamen under federal jurisdiction it is three days and in New Brunswick four days.

Industrial and Geographic Distribution of Union Membership in Canada, 1973

Union membership figures in the following tables are compiled by the Economics and Research Branch of the Canada Department of Labour. The basic data on national and international unions and their locals or branches are obtained, in the first instance, by Statistics Canada through the operation of the Corporations and Labour Unions Returns Act. These data, made available to the Canada Department of Labour through a co-operative arrangement, are supplemented by information collected directly by the Economics and Research Branch from independent local organizations, from some unions that are not subject to the reporting requirements of CALURA, and from central labour bodies operating in Canada.

Aggregate statistical information on the labour movement in Canada is available in *Labour Organizations in Canada 1973*, a handbook that contains statistical tables on union membership and a comprehensive directory of labour organizations active in Canada; names of the principal officers, publications and the distribution of the locals are also included. The statistical information represents Canada-wide totals by congress affiliation, type and size of union.

In 1973, there were 2,591,000* union members in Canada, compared with 2,388,000 in 1972, an increase of about 8.5 per cent. Changes in total membership are the net result of many factors, including recruitment activity of unions, changes (upward or downward) in employment levels in unionized areas, new union formation and changes in the survey coverage. A major influence affecting the increase between 1972 and 1973 was an expansion in the coverage of organizations in Education (teachers); as a result, Community, Business and Personal Service Industries constituted 20.8 per cent of the total union membership in 1973 compared with 17.4 per cent a year earlier.

Table 1 gives the distribution of union membership by industry on the basis of Statistics Canada Standard Industrial Classification (1970). The locals in Table 1 are non-additive, because many locals have members in more than one industry. The information in Table 2 supplements that provided in Table 1. It lists, in alphabetical order, the names of the international and national unions and the independent local organizations that account for more than one tenth of the organized workers within each of the industry groups. All organizations active within any particular industry group are thus not necessarily shown - only those having more than 10 per cent of the union membership reported in the group. Finally, Table 3 shows union membership by provinces.

* Revised from 2,609,636 shown in *Labour Organizations in Canada, 1973.*

TABLE 1-UNION MEMBERSHIP BY INDUSTRY, CANADA, 1973

INDUSTRY GROUP	NO. OF LOCALS	TOTAL MEMBERS	TOTAL FEMALE MEMBERS
AGRICULTURE	**18**	**1,232**	**198**
FORESTRY	**60**	**29,176**	**139**
FISHING AND TRAPPING	**26**	**2,727**	**174**
MINES, QUARRIES AND OIL WELLS	**244**	**73,532**	**676**
Metal Mines	125	53,687	324
Mineral Fuels	39	8,283	52
Non-metal (except coal mines)	32	8,830	271
Quarries and sand pits	35	1,536	-
Services incidental to Mining	13	1,196	29
MANUFACTURING	**3,882**	**792,515**	**147,200**
Food	401	82,127	21,430
Beverages	91	13,368	1,052
Tobacco Products	23	6,172	2,941
Rubber and Plastic Products	109	20,152	3,873
Leather	67	12,060	6,044
Textile	189	35,379	13,348
Knitting Mills	25	2,610	1,767
Clothing	128	49,549	36,767
Wood	132	45,251	2,034
Furniture and Fixture	88	15,162	2,578
Paper and Allied Industries	396	76,979	4,545
Printing, Publishing and Allied Industries	233	30,209	3,018
Primary Metals	230	64,948	895
Metal Fabricating	489	59,744	6,227
Machinery	210	31,151	2,192
Transportation Equipment	250	115,893	10,253
Electrical Products	222	57,857	18,134
Non-Metallic Mineral Products	236	29,557	2,722
Petroleum and Coal Products	36	4,944	67
Chemical and Chemical Products	225	22,025	2,031
Miscellaneous Manufacturing	102	17,378	5,282
CONSTRUCTION	**627**	**260,832**	**5,399**
TRANSPORTATION, COMMUNICATION AND OTHER UTILITIES	**2,410**	**398,889**	**59,577**
Air Transport and Incidental Services	134	21,707	4,866
Railway Transport	848	111,187	3,339
Water Transport and Incidental Services	125	26,871	583
Truck Transport	133	37,200	469
Buses and Street Cars	77	22,628	455
Other Transport	20	3,425	266
Storage	53	9,017	994

INDUSTRY GROUP	NO. OF LOCALS	TOTAL MEMBERS	TOTAL FEMALE MEMBERS
Communication	857	114,618	42,780
Electrical Power, Gas & Water Utilities	163	52,236	5,825
TRADE	**514**	**105,628**	**30,434**
FINANCE, INSURANCE AND REAL ESTATE	**32**	**3,530**	**1,846**
COMMUNITY, BUSINESS AND PERSONAL SERVICES INDUSTRIES	**2,116**	**538,049**	**302,138**
Education and Related Services	708	265,377	135,162
Health and Welfare	975	187,690	139,949
Religious Organizations	5	381	249
Amusement and Recreation	112	37,176	5,671
Services to Business Management	43	2,843	345
Personal Services	84	6,248	3,652
Accommodation and Food	117	34,644	15,009
Miscellaneous Services	72	3,690	2,101
PUBLIC ADMINISTRATION	**2,391**	**382,246**	**93,679**
Federal Administration	1,105	157,657	40,713
Provincial Administration	522	124,796	34,558
Local Administration	764	99,793	18,408
Other Government Offices	-	-	-
INDUSTRY UNSPECIFIED	**56**	**2,612**	**557**
TOTAL		* 2,590,968	642,017

* Non-additive. See introductory comments.

TABLE 2—UNION REPRESENTATION WITHIN INDUSTRY GROUPS, 1973

INDUSTRY GROUP	UNIONS COMPRISING MORE THAN 10 PER CENT OF THE TOTAL MEMBERSHIP IN INDUSTRY GROUP (in alphabetical order)
AGRICULTURE	Agriculture Union—PSAC—(CLC) Commerce Federation (CNTU) Ontario Civil Service (Ind.)
FORESTRY	Carpenters (AFL-CIO/CLC) Woodworkers (AFL-CIO/CLC) Woodworkers' Federation (Ind.)
FISHING AND TRAPPING	Railway, Transport and General Workers (CLC) United Fishermen (CLC)
MINES, QUARRIES and OIL WELLS	
Metal Mines	Steelworkers (AFL-CIO/CLC)
Mineral Fuels	United Mine Workers (CLC)
Non-Metal (except coal mines)	International Operating Engineers (AFL-CIO/CLC) Metal Trades, Mines and Chemical Products Union (CNTU) Steelworkers (AFL-CIO/CLC)
Quarries and Sand Pits	Cement Workers (AFL-CIO/CLC) International Operating Engineers (AFL-CIO/CLC) Steelworkers (AFL-CIO/CLC)
Services Incidental to Mining	Canadian Mine Workers (CCU) Labourers (AFL-CIO/CLC) Steelworkers (AFL-CIO/CLC) CLC Directly Chartered Local
MANUFACTURING INDUSTRIES	
Food Industries	Bakery Workers (AFL-CIO/CLC) Food Workers (AFL-CIO/CLC) Teamsters (Ind.)
Beverage Industries	Brewery Workers (AFL-CIO/CLC) Distillery Workers (AFL-CIO/CLC)
Tobacco Products Industries	Tobacco Workers (AFL-CIO/CLC)
Rubber and Plastic Products Industries	Rubber Workers (AFL-CIO/CLC)

INDUSTRY GROUP	UNIONS COMPRISING MORE THAN 10 PER CENT OF THE TOTAL MEMBERSHIP IN INDUSTRY GROUP (in alphabetical order)
Leather Industries	Boot and Shoe Workers (AFL-CIO/CLC) Clothing Workers' Federation (CSD) Food Workers (AFL-CIO/CLC) Leather and Plastic Workers (AFL-CIO/CLC)
Textile Industries	Textile Federation (CSD) Textile Workers Union (AFL-CIO/CLC) United Textile Workers (AFL-CIO/CLC)
Knitting Mills Industries	Clothing Workers' Federation (CSD) Textile Workers Union (AFL-CIO/CLC)
Clothing Industries	Amalgamated Clothing Workers (AFL-CIO/CLC) Ladies' Garment Workers (AFL-CIO/CLC)
Wood Industries	Carpenters (AFL-CIO/CLC) Woodworkers (AFL-CIO/CLC)
Furniture and Fixture Industries	Steelworkers (AFL-CIO/CLC) Upholsterers (AFL-CIO/CLC) Woodworkers (AFL-CIO/CLC)
Paper and Allied Industries	United Paperworkers (AFL-CIO/CLC) Pulp and Paper Workers Federation (CNTU)
Printing, Publishing and Allied Industries	Graphic Arts Union (AFL-CIO/CLC) Printing and Graphic Communications Union (AFL-CIO/CLC) Typographical Union (AFL-CIO/CLC)
Primary Metal Industries	Metal Trades, Mines and Chemical Products Union (CNTU) Steelworkers (AFL-CIO/CLC)
Metal Fabricating Industries	Steelworkers (AFL-CIO/CLC)
Machinery Industries	Auto Workers (CLC) Machinists (AFL-CIO/CLC) Steelworkers (AFL-CIO/CLC)
Transportation Equipment Industries	Auto Workers (CLC)
Electrical Products Industries	I.U.E. (AFL-CIO/CLC) Steelworkers (AFL-CIO.CLC) U.E. (CLC)

INDUSTRY GROUP	UNIONS COMPRISING MORE THAN 10 PER CENT OF THE TOTAL MEMBERSHIP IN INDUSTRY GROUP (in alphabetical order)
Non–Metallic Mineral Products Industries	Cement Workers (AFL-CIO/CLC) Glass and Ceramic Workers (AFL-CIO/CLC) Steelworkers (AFL-CIO/CLC) Teamsters (Ind.)
Petroleum and Coal Products Industries	Independent Local Organizations Oil Workers (AFL-CIO/CLC) United Oil Workers of Canada (CCU)
Chemical and Chemical Product Industries	Chemical Workers (AFL-CIO/CLC) Metal Trades, Mines and Chemical Products Union (CNTU) Oil Workers (AFL-CIO/CLC) Steelworkers (AFL-CIO/CLC)
Miscellaneous Manufacturing Industries	I.B.E.W. (AFL-CIO/CLC) Steelworkers (AFL-CIO/CLC)
CONSTRUCTION INDUSTRY	Carpenters (AFL-CIO/CLC) I.B.E.W. (AFL-CIO/CLC) Labourers (AFL-CIO/CLC) Plumbers (AFL-CIO/CLC)
TRANSPORTATION, COMMUNICATION AND OTHER UTILITIES	
Air Transport and Incidental Services	Airline Employees (CLC) Airline Flight Attendants (CLC) Machinists (AFL-CIO/CLC)
Railway Transport	Maintenance of Way (AFL-CIO/CLC) Railway Clerks (AFL-CIO/CLC) Railway, Transport and General Workers (CLC) United Transportation Union (AFL-CIO/CLC)
Water Tranport and Incidental Services	I.L.A. (AFL-CIO/CLC) Longshoremen and Warehousemen (CLC) Merchant Service Guild (CLC) Railway, Transport and General Workers (CLC) Seafarers (AFL-CIO/CLC)
Truck Transport	Teamsters (Ind.)
Buses and Street Cars	Independent Local Organizations Public Service Employees Federation (CNTU) Transit Union (AFL-CIO/CLC)

INDUSTRY GROUP	UNIONS COMPRISING MORE THAN 10 PER CENT OF THE TOTAL MEMBERSHIP IN INDUSTRY GROUP (in alphabetical order)
Other Transport Storage	Independent Local Organizations Railway Clerks (AFL-CIO/CLC) Retail Wholesale Union (AFL-CIO/CLC) Saskatchewan Wheat Pool Employees (CLC)
Communications	Canadian Telephone Employees (Ind.) Letter Carriers (CLC) Postal Workers (CLC)
Electric Power, Gas and Water Utilities	C.U.P.E. (CLC) I.B.E.W. (AFL-CIO/CLC)
TRADE	Retail Clerks (AFL-CIO/CLC) Retail Whosesale Union (AFL-CIO/CLC) Food Workers (AFL-CIO/CLC)
FINANCE, INSURANCE AND REAL ESTATE	Commerce Federation (CNTU) Independent Local Organizations Office Employees (AFL-CIO/CLC)
COMMUNITY, BUSINESS AND PERSONAL SERVICES INDUSTRIES	
Education and Related Services	C.U.P.E. (CLC) Ontario Secondary School Teachers Federation (Ind.) Quebec Teachers' Corporation (Ind.)
Health and Welfare Services	C.U.P.E. (CLC) Independent Local Organizations Service Employees Union (AFL-CIO/CLC) Social Affairs Federation (CNTU)
Religious Organizations	Social Affairs Federation (CNTU)
Amusement and Recreation Services	Actors' Equity Association (AFL-CIO/CLC) Musicians (AFL-CIO/CLC)
Services to Business Management	Machinists (AFL-CIO/CLC) Teamsters (Ind.)
Personal Services	Barbers Association (AFL-CIO/CLC) Barbers Federation (Ind.) Laundry Workers (CLC)

INDUSTRY GROUP	UNIONS COMPRISING MORE THAN 10 PER CENT OF THE TOTAL MEMBERSHIP IN INDUSTRY GROUP (in alphabetical order)
Accommodation and Food Services	Hotel Employees (AFL-CIO/CLC) Railway, Transport and General Workers (CLC)
Miscellaneous Services	Office Employees (AFL-CIO/CLC) Service Employees Union (AFL-CIO/CLC) Teamsters (Ind.)
PUBLIC ADMINISTRATION AND DEFENCE	
Federal Administration	National Defence–PSAC–(CLC)
Provincial Administration	Alberta Civil Service (CLC) B.C. Government Employees (CLC) Ontario Civil Service (Ind.) Quebec Government Employees (Ind.)
Local Administration	C.U.P.E. (CLC) Fire Fighters (AFL-CIO/CLC) Public Service Employees Federation (CNTU)
INDUSTRY UNSPECIFIED OR UNDEFINED	Christian Labour Association (Ind.) United Paperworkers (AFL-CIO/CLC)

TABLE 3-UNION MEMBERSHIP, BY PROVINCE, 1973

PROVINCE	NO. OF LOCALS	TOTAL MEMBERS	FEMALE MEMBERS
Newfoundland	187	51,706	7,528
Prince Edward Island	61	7,889	1,298
Nova Scotia	472	81,693	20,326
New Brunswick	477	63,205	14,201
Québec	2,807	745,461	227,524
Ontario	3,854	990,539	218,696
Manitoba	464	102,011	24,879
Saskatchewan	393	56,912	14,986
Alberta	637	158,492	44,178
British Columbia	1,171	328,487	67,684
Yukon and N.W.T.	43	4,573	717
TOTAL	10,566	2,590,968	642,017

Fifty Years Ago

In Ontario, Section 7 of the Adolescent School Attendance Act, requiring every adolescent between 14 and 16 years of age to attend school full time...came into force on September 1. At a conference of organized painters, the paint-spraying machine was condemned when experiments showed that the numerous poisons a painter worked with could be inhaled or absorbed, and cause serious illness. *Printer's Ink*, a magazine published in New York, contained an article describing the growing interest of labour in management, and referred with approval to the Canadian principle contained in the Industrial Disputes Investigation Act. Eighty workers at James Pender and Company Limited, of Saint John, N.B., agreed to work three extra hours every other evening without overtime pay. These were some of the topics discussed in the August 1925 number of The Labour Gazette.

School Attendance—When Section 7 of Ontario's Adolescent School Attendance Act came into force on September 1, 1925, it required every adolescent between 14 and 16 years of age to attend school full-time unless granted a home permit or an employment certificate by the school attendance officer. Every adolescent between 14 and 16 who held such a permit or certificate had to attend part time for an aggregate of 400 hours each year, and every adolescent aged 16 to 18 years, unless excused for a special reason, had to attend part-time classes for at least 320 hours each year. Municipalities with a population of 5,000 or more had to establish part-time courses selected from those prescribed by the Department of Education, while it was optional for municipalities with smaller populations to adopt these regulations.

Painters' Objections to Spraying Machine—The paint-spraying machine was condemned at a conference of organized painters, held in Washington. Dr. Sharpe of the University of Toronto, had found that when the gun was in operation "a mist could easily be seen ten feet or more to the side of the operator. Plates exposed for half an hour during the operation showed that lead was deposited 11 feet to the right of the operator and three feet behind him. Shoes and clothing showed a fine coating of paint and the edges of the nostrils were coated by paint."

The numerous poisons a painter worked with could be inhaled or absorbed, and could easily cause illness. Experiments showed that "the breathing of one-thirtieth of a grain of lead per day was the limit a normal person can inhale without symptoms of poisoning. Two or three parts of benzol to 100,000 parts of air breathed for a few hours, was sufficient to cause loss of consciousness, and the other poisons used in the trade were just as deadly. Turpentine caused paralysis and disease of the heart and kidneys, and lead affected every part of the body, causing in many instances complete paralysis and insanity." The painters claimed that "when clean work is demanded they can successfully compete with the spray guns, and the fact that members use the machine with water colours or other materials of a non-poisonous nature was sufficient proof that they were not attempting to block progress in the use of labour-saving machines."

Labour and Management—An article contributed by Roy Dickinson to *Printer's Ink* (New York), in its July 1925 issue, described the growing interest of labour in management. The writer referred with approval to the Canadian principle, as embodied in the Industrial Disputes Investigation Act, "that government policy should be directed toward uncovering wrongs in industry rather than in compelling operations according to *fiat*." He regarded the failure of the Kansas Court of Industrial Relations as "signifying the collapse of compulsory arbitration in the United States...Both sides have now found a road to lasting industrial peace."

"There is a growing tendency among labour everywhere," he said, "to take more responsibility, to help more in eliminating waste, to study sales and advertising problems as well as hours and wages. And there is a growing tendency on the part of manufacturers to meet labour more than half way in its new attitude."

Overtime Without Pay—After a discussion between management and employees, 80 workers at James Pender and Company, Limited, of Saint John, N.B., a subsidiary of the British Empire Steel Corporation, manufacturers of nails and were, agreed to work over-time—three extra hours every other evening—without pay so that the company could compete with foreign manufacturers in export markets. In return, management promised the men 75 per cent of any profits accruing from the export business under this arrangement.

PRICES & EMPLOYMENT

Consumer, June

The Consumer Price Index for Canada (1961 = 100) advanced 1.5 per cent to 184.0 in June from 181.3 in May, with higher food prices, especially for meat, accounting for more than 60 per cent of this increase—the largest since May 1974. The index for all-items excluding food, rose 0.8 per cent in the latest month. Between June 1974 and June 1975, the total CPI advanced 10.4 percent. The gasoline excise increase of 10 cents a gallon, imposed in the latter part of June, is not reflected in this CPI. Preliminary indications are that most retail outlets had raised their gasoline prices by the end of the month. The impact of this tax alone would increase July's total CPI by nearly one half of one per cent.

One half of the 3.3 per cent increase in the food index in the latest index was because of an 18 per cent advance in average beef prices recorded early in June, which brought their level up to that of 12 months previous. Pork prices also advanced between May and June, increasing almost 10 per cent to a level of more than 37 per cent above a year ago.

Fresh produce prices registered increases of 10.4 per cent for fresh vegetables and 6.0 per cent for fresh fruit. Sugar prices continued to decline, decreasing 21.5 per cent in the latest month.

The advance of 0.8 per cent in the all-items index excluding food, was mainly because of higher shelter costs for both owned and rented accommodation as well as increased prices for household operation and maintenance items, including appliances. Higher charges for dry cleaning and laundry services, increased inter-city air, rail and bus fares and higher prices for recreation equipment, contributed to the increase in the all-items index. In terms of price movements between goods and services from May to June, goods increased 1.8 per cent and the prices of services advanced 1.1 per cent.

On a seasonally adjusted basis, the all-items consumer price index advanced 1.4 per cent between May and June, including a 3.1 per cent increase in the food index and a 0.8 per cent rise in the index for all-items excluding food. In June, the current annual rate of change in the CPI, based on the seasonally adjusted movement since three months earlier, was 11.2 per cent, substantially higher than the rate of about 7 per cent recorded over the preceding three months, with the sharp increase in food prices being the main cause.

City consumer, June

Consumer price indexes advance in all regional cities between May and June, with percentage increases ranging from 0.9 in St. John's to 1.8 in Montreal and Edmonton. In other cities the advance was: 1.1 in Halifax, Saint John, Saskatoon and Regina; 1.2 in Ottawa and Vancouver; 1.4 in Toronto and Thunder Bay; 1.5 in Quebec City and Calgary; and 1.6 in Winnipeg. The percentage increase form June 1974 to June 1975 was: 10.2 in St. John's and Toronto; 8.7 in Halifax; 10.8 in Saint John and Thunder Bay; 9.4 in Quebec City; 10.5 in Montreal; 8.8 in Ottawa; 12.0 per cent in Winnipeg; 10.1 in Saskatoon; 9.5 in Regina; 10.0 in Edmonton; 11.1 in Calgary; and 10.6 in Vancouver.

Employment, June

The seasonally adjusted employment level for June was 9,328,000, an increase of 38,000 from May, Statistics Canada reported. Full-time employment increased by 32,000 for men 25 years of age and over, and decreased by 13,000 for women in the same age group. For those aged 14 to 24, the employment level rose by 5,000. Increases in full-time employment among men were responsible for the major portion of the rise in employment.

On a provincial basis, the employment level increased in Prince Edward Island by 3,000; in Nova Scotia by 5,000; in New Brunswick by 11,000; in Quebec by 15,000; and in Ontario by 8,000. The level decline in Manitoba by 3,000; in Saskatchewan by 7,000; and in British Columbia by 3,000. In Newfoundland and Alberta there was little or no change.

Without seasonal adjustment, the labour force was estimated at 10,341,000 with 9,638,000 people employed and 704,000 unemployed—an unemployment rate of 6.8 per cent. In May, the labour force was estimated at 10,094,000 with 9,379,000 employed and 714,000 unemployed—an unemployment rate of 7.1 per cent. In June 1974, the workforce was 9,868,000 with 9,399,000 employed and 469,000 unemployed—a rate of 4.8 per cent.

Unemployment, June

The seasonally adjusted unemployment rate for Canada was 7.2 per cent in June, an increase of 0.1 per cent from May, Statistics Canada reported. For those 14 to 24 years of age, the rate increased 0.1 per cent to 12.6 per cent. For men age 25 and over it increased 0.1 per cent to 5.6 per cent and for women in that age group, the rate was 4.6 per cent, an increase of 0.2 per cent.

The unemployment rate increased by 0.4 per cent to 17.9 per cent in Newfoundland; 0.2 per cent to 8.8 per cent in Quebec; 0.1 per cent to 6.4 per cent in Ontario; 0.3 per cent to 2.9 per cent in Saskatchewan; 0.5 per cent to 4.2 per cent in Alberta; and 0.6 per cent to 8.3 per cent in British Columbia. The rate decreased by 2.9 per cent to 7.3 per cent in Nova Scotia; 1.5 per cent to 11.2 per cent in New Brunswick; and 0.6 per cent to 4.3 per cent in Manitoba.

The adjusted unemployment level increased by 10,000 to 725,000 in June. For men 25 years of age and over, the level advanced by 3,000 and for women in that age group, by 5,000. For those aged 14 to 24 years, the increase was 3,000.

The unemployment level declined in New Brunswick, Nova Scotia, and Manitoba, and increased in Quebec, Ontario, Alberta and British Columbia. It was virtually unchanged for the other provinces.

During May the Minister of Labour appointed conciliation officers to deal with the following disputes:

Rivtow Marine Limited, Straits Barge Limited and Straits Towing Limited, Vancouver, B.C., and International Union of Operating Engineers, Local 115 (representing a unit of barge equipment operators) (Conciliation Officers: D.H. Cameron and J.M. Collins).

Seaspan International Limited, North Vancouver, B.C., and International Union of Operating Engineers, Local 115 (representing a unit of barge crane operators) (Conciliation Officers: D.H. Cameron and J.M. Collins).

Lakeshore Movers and Warehousing (Canada) Limited, Pointe-Claire, Qué., and Teamsters Local 931 (representing a unit of drivers and mechanics) (Conciliation Officer: S.T. Payne).

H.M. Trimble and Sons Limited, Calgary, Alta., and Canadian Brotherhood of Railway, Transport and General Workers (representing a unit of owner/operators) (Conciliation Officer: G.W. Rogers).

McNeil Transport Limited, Brockville, Ont., and Teamsters, Chauffeurs, Warehousemen and Helpers, Local 91 (representing a unit of office employees) (Conciliation Officer: R. Tennant).

S.M.T.(Eastern) Limited, Saint John, N.B., and Amalgamated Transit Union, Local Division 1229 (representing a unit of bus drivers, maintenance, express and ticket agents) (Conciliation Officer: R.L. Kervin).

Butler Aviation of Canada Limited, Dorval, Qué., and International Association of Machinists and Aerospace Workers (representing a unit of aircraft refuellers) (Conciliation Officer: M. Archambault).

Atomic Energy of Canada Limited (Commercial Products), Ottawa, Ont., and Ottawa Atomic Workers Union, Local 1541 (CLC) (Conciliation Officers: M.K. Carson and R. Tennant).

Alltrans Express Ltd., Burnaby, B.C., and Office and Technical Employees Union, Local 15 (representing a unit of office employees)(Conciliation Officer: A.A. Franklin).

Grimshaw Trucking and Distributing Ltd., Edmonton, Alta., and General Teamsters, Local 362 (Conciliation Officer: J.M. Collins).

Robert Transport Ltée, Rougemont, Qué., and Transport Drivers, Warehousemen and General Workers, Local 106 (Conciliation Officer: M. Archambault).

Ellison Milling and Elevator Co. Ltd., Lethbridge, Alta., and Canadian Food and Allied Workers, Local P661 (Conciliation Officer: A.A. Franklin).

Maritime Employers Association and International Longshoremen's Association, Local 1654 (representing a unit of longshoremen at the Port of Hamilton) (Conciliation Officer: T.B. McRae).

Maritime Employers Association and International Longshoremen's Association, Local 1842 (representing a unit of longshoremen at the Port of

Toronto) (Conciliation Officer: T.B. McRae)

Goderich Elevator and Transit Company Limited, Goderich, Ont., and Federal Union 23736 (CLC) (representing a unit of grain elevator employees) (Conciliation Officer: H. Bartenbach).

Canadian Pacific Air Lines, Limited, Vancouver International Airport, Vancouver, B.C., and Canadian Air Line Flight Attendants Association (Conciliation Officers: D.H. Cameron and J.M. Collins).

Nordair Limited, Montreal International Airport, Dorval, Qué., and International Association of Machinists and Aerospace Workers, Lodge No. 2309 (representing a unit of employees of the maintenance, traffic, operating and stores division) (Conciliation Officer: A.C. Sinclair).

Atomic Energy of Canada Limited (Chalk River Nuclear Laboratories), Chalk River, Ont., and International Union of Operating Engineers, Local 920 (representing a unit of stationary engineers, powerhouse mechanics and equipment operators) (Conciliation Officer: H.A. Fisher).

Canadian Arsenals Limited (Small Arms Division), Mississauga, Ont., and Canadian Union of Operating Engineers, Local 101 (Conciliation Officer: H.A. Fisher).

Skyline Cablevision Limited, Ottawa, Ont., and Teamsters, Chauffeurs, Warehousemen and Helpers, Local 91 (Conciliation Officer, H. Bartenbach).

Settlements by conciliation officers. The Newfoundland Broadcasting Company Limited, St. John's, Nfld., and National Association of Broadcast Employees and Technicians (Conciliation Officer: W.J. Gillies) (LG, July).

Brown and Ryan Limited, Montréal, Qué.; Logistec Corporation, Montréal, Qué.; Les Elévateurs de Sorel Limitée, Sorel, Qué.; Ceres Stevedoring Co. Limited, Montréal, Qué.; Empire Stevedoring Co. Limited, Montréal, Qué.; and Wolfe Stevedores (1968) Limited, Montréal, Qué.; and le Syndicat National des Débardeurs de Sorel (Conciliation Officer: G.R. Doucet) (LG, July).

Les Elévateurs de Sorel Limitée, Sorel, Qué., and le Syndicat National des Employés des Elévateurs à grain de Sorel (Conciliation Officer: G.R. Doucet) (LG, July).

Midland Simcoe Elevator Company Limited and Midland Grain Elevator Company, Midland, Ont., and Brotherhood of Railway, Airline and Steamship Clerks, Freight Handlers, Express and Station Employees (representing grain elevator employees) (Conciliation Officer: K. Hulse) (LG, July).

The Canada Coach Lines Limited, Hamilton, Ont., and Amalgamated Transit Union, Division 107 (Conciliation Officer: H. Bartenbach) (LG, July).

Northumberland Ferries Limited, Charlottetown, P.E.I., and Canadian Brotherhood of Railway, Transport and General Workers, Local 508 (representing licensed personnel)(Conciliation Officer: R.L. Kervin) (LG, July).

Atomic Energy of Canada Limited and International Association of Machinists and Aerospace Workers, Lodge 608 (representing a unit of specified hourly rate employees of the Whiteshell Nuclear Research Establishment of Pinawa, Man., (Conciliation Officer: A.E. Koppel) (LG, June).

National Harbours Board, Halifax, N.S., and International Longshoremen's Association, Local 1843 (representing grain elevator, cold storage, maintenance and general employees) (Conciliation Officer: R.L. Kervin) (LG, June).

Regina Cartage and Storage Company Limited, Regina, Sask., and Canadian Brotherhood of Railway, Transport and General Workers, Local 186 (Conciliation Officer: A.E. Koppel) (LG, June).

National Harbours Board, Port of Québec, Qué., and Brotherhood of Railway, Airline and Steamship Clerks, Freight Handlers, Express and Station Employees (representing a unit of operations and maintenance employees) (Conciliation Officer: M. Archambault) (LG, May).

The J.P. Porter Company Limited, Montréal, Qué.; Richelieu Dredging Corporation Inc., Montréal, Qué.; McNamara Marine Limited, Whitby, Ont.; Canadian Dredge & Dock Co. Ltd., Toronto, Ont., and T.C. Gorman, Toronto, Ont., and Seafarers' International Union of Canada (Conciliation Officer: G.R. Doucet) (LG, May).

Télévision St-Maurice Inc., Trois-Rivières, Qué., and National Association of Broadcast Employees and Technicians (rpresenting a unit of employees at TV station CKTM-TV, Mont-Carmel, Qué.) (Conciliation Officer: M. Archambault) (LG, May).

New Brunswick Broadcasting Company Limited (CHSJ-TV, CHSJ-Radio), Saint John, N.B., and National Association of Broadcast Employees and Technicians (Conciliation Officer: R.L. Kervin (LG, May).

Disputes in which there was no further conciliation action under Canada Labour Code (Part V—Industrial Relations) Midland Superior Express Limited, Calgary, Alta., and General Teamsters, Local 362; General Drivers, Warehousemen and Helpers, Local 979 and Chauffeurs, Teamsters and Helpers, Local 395 (representing line haul owner/operators in Alberta, Saskatchewan and Manitoba) (Conciliation Officer: D.H. Cameron) (LG, July).

Télécâble de Québec Inc., Québec, Qué., and Canadian Union of Public Employees, Local 1417 (representing salesmen) (Conciliation Officer: M. Archambault) (LG, June).

Télécâble de Québec Inc., Québec, Qué., and Canadian Union of Public Employees, Local 1417 (representing employees) Conciliation Officer: M. Archambault) (LG, June).

National Harbours Board (Fleet Department), Port of Montréal, Montréal, Qué., and Seafarers' International Union of Canada (Conciliation Officer: S.T. Payne) (LG, June).

Richardson Transport Ltd., Calgary, Alta., and General Teamsters, Local 362 (Conciliation Officer: J.M. Collins) (LG, June).

Settlements reached following decision to take no further conciliation action under Canada Labour Code (Part V—Industrial Relations). National Harbours Board (Fleet Department), Port of Montréal, Montréal, Qué., and Seafarers' International Union of Canada (see above).

Maple Leaf Mills Limited (Master Feeds Branch), London, Ont., and Teamsters, Chauffeurs, Warehousemen and Helpers, Local 141 (Conciliation Officer: H.A. Fisher) (LG, July).

Imperial Marine Industries Limited, North Surrey, B.C., and Canadian Merchant Service Guild (representing a unit of masters and mates (LG, July).

Strike action following decision to take no further conciliation action under Canada Labour Code Part V—Industrial Relations).

Richardson Transport Ltd., Calgary, Alta., and General Teamsters, Local 362 (Conciliation Officer: J.M. Collins) (strike action commenced May 8, 1975) (see above).

Transport d'Anjou Inc., Rivière-du-Loup, Qué., and Canadian Brotherhood of Railway, Transport and General Workers (Conciliation Officer, M. Archambault) (strike action commenced May 2, 1975) (LG, July).

Conciliation commissioner appointments. United Air Lines, Inc., Vancouver International Airport, Vancouver, B.C., and International Association of Machinists and Aerospace Workers, Local Lodge 1500 (Conciliation Commissioner: Professor Joseph C. Smith) (LG, July).

Atlantic Pilotage Authority, Halifax, N.S., and Canadian Merchant Service Guild (representing marine pilots) (Conciliation Commissioner: Professor Innis Christie) (LG, June).

Big Valley Supply and Enterprises Limited, Calgary, Alta., and General Teamsters, Local 362 (Conciliation Commissioner: Professor Stephen G. Peitchinis) (LG, May).

Edmundston Radio Limited, Edmundston, N.B., and le Syndicat des communications de la République du Madawaska, Section CJEM (CSN) (Conciliation Commissioner: Pierre Dufresne) (LG, March).

Conciliation commissioner reports rceived. Cape Breton Development Corporation (Coal Division), Sydney, N.S., and United Mine Workers of America, District 26 (representing miners) (Conciliation Commissioner Lorne O. Clarke, Q.C.) (LG, July) (Full text appears in Supplement No. 2, 1975).

National Harbours Board, Montréal, Qué., and le Syndicat national des employés de perception (CSN) (Conciliation Commissioner: Pierre Dufresne) (LG, June). (Full text appears in Supplement No. 1, 1975).

Strike terminated following conciliation commissioner procedure. Maritime Employers Association, Ports of Montréal and Québec City, Qué., and International Longshoremen's Association, Locals 1657 and 1605 (work resumed May 13, 1975 with the passing of the St. Lawrence Ports Operations Act, 1975) (LG, July).

Appointment of mediators under Sec. 195 of the Canada Labour Code (Part V—Industrial Relations). Algoma Central Railway, Sault Ste. Marie, Ont., and Brotherhood of Railway Carmen of the United States and Canada; International Association of Machinists and Aerospace Workers and International Brotherhood of Boilermakers, Iron Ship Builders, Blacksmiths, Forgers and Helpers (Mediator: M.K. Carson) (LG, June).

Algoma Central Railway, Sault Ste. Marie, Ont., and United Transportation Union (T) (Mediator: M.K. Carson (LG, June).

Télé-Métropole Inc., Montréal Qué., and Canadian Union of Public Employees (Broadcast Division) (Mediator: G.R. Doucet) (LG, July).

Strike action following appointment of a mediator under Sec. 195 of the Canada Labour Code (Part V—Industrial Relations). Télé-Métropole Inc., Montréal, Qué., and Canadian Union of Public Employees (Broadcast Division) (Mediator: G.R. Doucet) (strike action commenced May 12, 1975) (see above).

Settlement reached by mediator under Sec. 195. Moffat Communicatiions Limited, Vancouver, B.C., and Canadian Union of Public Employees, Broadcast Division (Mediator: D.H. Cameron) (LG, July).

Strike terminated at the mediation stage. Maritime Employers Association and International Longshoremen's Association, Locals 375, 1739 and 1846 (representing longshoremen at the Ports of Montréal, Québec City and Trois-Rivières) (work resumed May 13, 1975 with the passing of the St. Lawrence Ports Operations Act, 1975) (LG, July).

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1. Jacobson, Walter O. Compliance with the Occupational safety and health act: state programs for state and local agencies in the United States. Chicago, International Personnel Management Association, 1974. 38p.

2. Martin, Thomas Allan. Industrial safety and fire prevention. London, Bell, 1973. 119p.

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3. International Labour Office. Social and labour problems in civil aviation; report prepared by the International Labour Office. Geneva, 1974. 64p.

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5. Australia. Department of Labor and Immigration. Conciliation and arbitration in Australia. Canberra, Gov't Pub. Serv., 1974. 32p.

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6. Federal legislation for public sector collective bargaining. A trilogy edited by Thomas R. Colosi and Steven B. Rynecki. Chicago, International Personnel Management Association, 1975. 248p.

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30. Olim, Drew, comp. Unionism; academic freedom, tenure, unionization, collective bargaining. Edited by Drew Olim and Martha Bernard for the United States National Student Association. Washington, United States National Student Association, 1973. 91p.

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37. Guyton, theodore Lewis. Unionization: the viewpoint of librarians. Chicago, American Library Association, 1975. 204p.

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38. Inohara, Hideo. Japanese middle management. Tokyo, Sophia University, 1975. 27p.

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40. Sharir, Shmuel. Short-run work choices under an earnings target: the case of multiple jobholding. Rev. ed. London, Ont., University of Western Ontario, Department of Economics, 1975. 28p.

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56. Rohlen, Thomas Payne. For harmony and strength; Japanese white-collar organization in anthropological perspective. Berkeley, University of California Press, 1974. 285p.

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58. Culbert, Samuel A. The organization trap and how to get out of it. New York, Basic Books, 1974. 161p.

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60. Trades Union Congress. General Council. Industrial democracy; report by the TUC General Council to the 1974 Trades Union Congress. London, Trades Union Congress, 1974. 45p.

labour statistics

Principal Items	Date	Amount	Percentage Change from Previous Month	Percentage Change from Previous Year
		(in thousands)		
TOTAL CIVILIAN LABOUR FORCE* Week ended May 17, 1975		10,094	+ 3.0	+ 4.3
Employed	May 1975	9,379	+ 4.1	+ 2.5
Agriculture	"	514	+ 15.5	+ 3.0
Non-agriculture	"	8,865	+ 3.5	+ 2.5
Paid workers	"	8,301	+ 4.1	+ 2.8
At work 35 hours or more	"	7,377	+ 4.5	+ 1.4
At work less than 35 hours	"	1,583	+ 1.2	+ 5.6
Employed but not at work	"	420	+ 8.5	+ 11.4
Unemployed	"	714	– 10.2	+ 36.3
Atlantic	"	107	– 3.6	+ 35.4
Quebec	"	233	– 14.7	+ 14.8
Ontario	"	236	– 4.8	+ 69.8
Prairies	"	54	– 21.7	+ 20.0
British Columbia	"	83	– 10.8	+ 43.1
Without work and seeking work	"	669	– 8.9	+ 33.0
On temporary layoff up to 30 days	"	45	– 26.2	+ 125.0
INDUSTRIAL EMPLOYMENT (1961 = 100)†	February 1975	136.9	– 0.9	– 0.3
Manufacturing employment (1961 = 100)†	"	124.3	– 1.0	– 5.2
IMMIGRATION	Calendar year 1974	218,465	–	–
Destined to the labour force	"	106,083	–	–
STRIKES AND LOCKOUTS	April 1975	202	+ 24.7	+ 8.0
Strikes and lockouts	"	44,275	– 5.4	– 33.3
No. of workers involved	"	624,840	+ 27.2	+ 0.7
Duration in man days				
EARNINGS AND INCOME				
Average weekly earnings (ind. comp.)†	February 1975	193.99	+ 1.3	+ 14.8
Average hourly earnings (mfg.)†	"	4.83	+ 1.3	+ 18.1
Average weekly hours paid (mfg.)†	"	38.7	+ 0.3	– 1.8
Consumer price index (1961 = 100)	May 1975	181.3	+ 0.8	+ 10.1
Index numbers of weekly wages in 1961 dollars (1961 = 100)‡	February 1975	140.2	+ 0.8	+ 4.0
Total labour income (millions of dollars)†	April 1975	6,856.7	+ 1.1	+ 14.6
INDUSTRIAL PRODUCTION†				
Total (average 1961 = 100)	April 1975	209.2	– 0.7	– 5.9
Manufacturing	"	204.8	– 1.3	– 6.8
Durables	"	235.5	– 1.4	– 7.4
Non-durables	"	180.4	– 1.2	– 6.3
NEW RESIDENTIAL CONSTRUCTION**				
Starts	April 1975	11,929	–	– 24
Completions	"	12,369	–	– 25
Under construction	"	120,305	–	– 27

*Estimates of the labour force, the employed and the unemployed, are from The Labour Force, a monthly publication of Statistics Canada, which in addition, contains the characteristics of the labour force, together with definitions and explanatory notes.
†Advance data.
‡Preliminary.
**Centres of 10,000 population or more.

STRIKES AND LOCKOUTS

Statistical information on work stoppages in Canada is compiled by the Economics and Research Branch of the Canada Department of Lab on the basis of reports from the Canada Manpower Division, Department of Manpower and Immigration. The first three tables in this sec cover strikes and lockouts that amount to 10 or more man-days. The number of workers involved includes all workers reported on strik lockout, whether or not they all belonged to the union directly involved in the disputes leading to the work stoppages. Workers indire affected, such as those laid off as a result of a work stoppage, are not included.

STRIKES AND LOCKOUTS, 1970-1975

Month or Year	Strikes and Lockouts Beginning During Month or Year	Strikes and Lockouts in Existence During Month or Y		Duration in Man-Day	
		Strikes and Lockouts	Workers Involved	Man-Days	Percentage Estima Worki T
1970	503	542	261,706	6,539,560	0
1971	547	569	239,631	2,866,590	0
1972	556	598	706,474	7,753,530	0
1973	677	724	348,470	5,776,080	0
1974	1,170	1,216	592,220	9,255,120	0
1974:					
March	83	144	51,473	437,630	0.
April	120	187	66,484	620,510	0.
May	143	254	96,535	1,398,940	0.
June	121	226	217,420	2,025,650	1.
July	130	236	107,848	1,021,110	0.
August	120	241	73,157	858,910	0.
September	95	229	67,085	718,070	0.
October	95	210	63,418	686,480	0.
November	95	203	77,474	481,580	0.
December	31	130	25,478	317,110	0.
*1975:					
January	107	183	44,341	433,110	0.
February	61	153	37,459	370,830	0.
March	65	162	46,403	491,230	0.
April	92	202	45,671	588,224	0.

* Preliminary. † Revised.

STRIKES AND LOCKOUTS, APRIL, 1975, BY JURISDICTION (PRELIMINARY)

Jurisdiction	Number Beginning During Month	In Effect During Month: Strikes and Lockouts	Workers Involved	Man-Days
Newfoundland	3	6	1,046	15,360
Prince Edward Island	-	1	55	330
Nova Scotia	3	3	1,752	4,560
New Brunswick	1	6	433	7,770
Quebec	32	82	13,872	251,680
Ontario	26	42	9,312	77,810
Manitoba	2	6	1,361	25,420
Saskatchewan	4	6	822	9,090
Alberta	4	7	1,725	14,330
British Columbia	13	33	8,535	92,570
Federal	4	10	6,758	89,304
All jurisdictions	92	202	45,671	588,224

STRIKES AND LOCKOUTS, APRIL, 1975, BY INDUSTRY (PRELIMINARY)

Industry	Number Beginning During Month	In Effect During Month: Strikes and Lockouts	Workers Involved	Man-Days
Forestry	-	1	250	5,500
Mines	3	12	5,156	100,970
Manufacturing	51	99	18,280	224,650
Construction	5	8	733	6,770
Transpn. & utilities	7	21	10,433	107,064
Trade	7	15	1,088	8,230
Finance	-	-	-	-
Service	15	30	7,198	87,990
Public administration	4	16	2,533	47,050
All industries	92	202	45,671	588,224

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, APRIL, 1975 (PRELIMINARY)

Industry / Employer / Location	Union	Workers Involved	Duration in Man-days: April	Duration in Man-days: Accumulated	Starting Date / Termination Date	Major Issues / Result
Forestry						
Société Forestière Domtar Ltée, Dolbeau, Qué.	Woodworkers Fed'n (Ind.)	250	5,000	18,500	Jan. 16	Sympathy strike–
Mines						
METAL MINES						
Les Mines, Patino du Québec, Chibougamau, Qué.	Steelworkers Loc. 5914 (AFL-CIO/CLC)	410	3,810	43,060	Nov. 18 Apr. 14	Wages, COLA clause– Wage increase, COLA clause–
Wabush Mines, Wabush, Nfld.	Steelworkers Loc. 6285 (AFL-CIO/CLC)	575	12,320	13,960	Mar. 28	Wages–
MINERAL FUELS						
Cape Breton Development Corp. Lingan, Cape Breton N.S.	Mineworkers District 26 (1888) CLC	132	130	130	Apr. 22 Apr. 23	Bonus pay– Terminated by mutual agreement–
NON-METAL						
Asbestos Corporation Ltd., Thetford Mines, Qué.	Fed'n of Metal Trades Unions (CNTU)	1,956	43,030	60,630	Mar. 18	Wages, COLA clause, working conditions–
Lake Asbestos of Quebec Ltd., Black Lake, Que.	Steelworkers Loc. 7649 (AFL-CIO/CLC)	525	11,550	16,280	Mar. 18	Wages, COLA clause, working conditions–
Bell Asbestos Mines Ltd., Thetford Mines, Que.	Steelworkers Loc. 8026 & 7285 (AFL-CIO/CLC)	440	9,680	13,640	Mar. 18	Wages, COLA clause, working conditions–
Carey Canadian Mines Ltd., East Broughton, Que.	Fed'n of Metal Trade Unions (CNTU)	370	8,140	11,470	Mar. 18	Wages, COLA clause, working conditions–
National Asbestos Mines Ltd., Thetford Mines, Que.	Fed'n of Metal Trades Unions (CNTU)	170	3,740	5,270	Mar. 18	Wages, COLA clause, working conditions–
Potash Company of America, Patience Lake, Saskatchewan.	Steelworkers Loc. 7689	180	3,860	3,860	Apr. 18	Not reported–
Duval Corp of Saskatoon, Sask.	Steelworkers Loc. 7458	310	2,770	2,770	Apr. 18	Wages, job classification–

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, APRIL, 1975 (PRELIMINARY) (CONT'D

Industry / Employer / Location	Union	Workers Involved	Duration in Man-days: April	Duration in Man-days: Accumulated	Starting Date / Termination Date	Major Issues / Result
Manufacturing						
FOOD AND BEVERAGES						
Quebec Poultry Ltd., Quebec, Que.	Commerce Fed'n (CNTU)	360	7,920	11,520	Mar. 17	Master agreement–
La Cie Quebec Poultry Ltée., St-Jean Baptiste de Rouville, Qué.	Commerce Fed'n (CNTU)	600	12,000	12,000	Apr. 3	Master agreement–
Aliments Flamingo, St-Rosalie, Qué.	Commerce Fed'n (CNTU)	125	2,500	2,500	Apr. 3	Master agreement–
Abattoir Berthier Inc., Berthierville, Qué.	Commerce Fed'n (CNTU)	207	4,140	4,140	Apr. 3	Master agreement–
Labatt's Breweries, New Westminster, B.C.	Brewery Workers (300) AFL-CIO/CLC)	220	440	440	Apr. 8 Apr. 10	Not reported– Not reported–
Molson Brewery B.C. Ltd. Vancouver, B.C.	Brewery Workers (300) (AFL-CIO/CLC)	150	450	450	Apr. 15 Apr. 18	Not reported– Not reported–
LEATHER						
Maxine Footwear Co. Inc. Montreal, Que.	CSD	350	4,550	4,550	Apr. 14	Wages, seniority–
Denny Stewart Ltd., Montreal, Que.	Food Workers Loc. L 102 (AFL-CIO/CLC)	168	3,700	4,540	Mar. 24	Wages, piece work–
TEXTILES						
Armstrong Cork Industries Ltd., Peterborough, Ont.	Textile Workers' Union Loc. 822 (AFL-CIO/CLC)	117	820	820	Apr. 3 Apr. 12	Wages, fringe benefits, COLA caluse– Terminated by mutual agreement–
Courtaulds (Canada) Ltd., Cornwall, Ont.	Textile Workers' Union Loc. 779 (AFL-CIO/CLC)	600	6,000	6,000	Apr. 14 Apr. 28	Not reported– Terminated by mutual agreement–
KNITTING MILLS						
Penmans Ltd., St-Hyacinthe, Que.	Textile Fed'n (CNTU)	330	7,260	76,230	May 31	Wages–
WOOD						
B.C. Forest Products, Youbou, B.C.	Woodworkers Loc. 1-80 (AFL-CIO/CLC)	450	9,900	10,350	Mar. 28	Suspension of three workers–
Victoriaville Furniture Ltd., Victoriaville, Que.	CSD	150	2,100	2,100	Apr. 11	Seniority clause–

TRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, APRIL, 1975 (PRELIMINARY) (CONT'D)

Industry Employer Location	Union	Workers Involved	Duration in Man-days April	 Accumulated	Starting Date Termination Date	Major Issues Result
Victoriaville Specialties Co. Ltd., Victoriaville, Que.	Upholsterers Loc. 573 (AFL-CIO/CLC)	104	1,460	1,460	Apr. 11	Wages, fringe benefits–
APER						
Domtar Packaging Ltd. Etobicoke, Toronto.	Chemical Workers Loc. 595 (AFL-CIO/CLC)	350	1,050	1,050	Apr. 16 Apr. 21	Discipline of five union officers– Not reported–
Sonoco Products Ltd., Terrebonne, Que.	Fed'n of Paper Workers (CNTU)	110	2,420	17,930	Sep. 9/74	Seniority, COLA adjustment–
Rayonnier Québec (ITT), Port-Cartier, Que.	Canadian Paper workers Loc. 1125 (CLC)	225	4,950	18,000	Jan. 8	Suspension of some workers–
Emballage Domtar Ltée, Montreal, Que.	Chemical Workers, Loc 314 (AFL-CIO/CLC)	225	4,050	4,050	Apr. 7	COLA clause–
Canadian Johns Manville Co. Ltd., North Bay, Ontario	Canadian Paperworkers Loc. 870 (CLC)	210	2,730	2,730	Apr. 14	Breakdown of negotiations–
Diamond National of Canada Ltd., Brantford Ontario	Woodworkers (AFL-CIO/CLC)	125	250	250	Apr. 18 Apr. 22	Not reported– Return of workers–
PRINTING AND PUBLISHING						
Moore Business Forms, Winnipeg, Man.	Printing and Graphic Loc. 537 (AFL-CIO/CLC)	112	110	110	Apr. 30	Wages–
PRIMARY METAL						
Union Carbide, Beauharnois, Que.	Steelworkers Loc. 5987 (AFL-CIO/CLC)	450	9,640	32,550	Jan. 19	Working conditions, interpretation of contract–
Standard Tube Canada Ltd., Woodstock, Ont.	Auto Workers Loc. 636 (CLC)	600	5,400	22,800	Feb. 17 Apr. 14	Wage & fringe benefits– Terminated by mutual agreement–
Holmes Foundry Ltd. Point Edward, Ont.	Auto workers Loc. 456 (CLC)	490	8,580	8,580	Apr. 7	Not reported–
Sydney Steel Corp., Sydney, N.S.	Steelworkers Loc. 1064 (AFL-CIO/CLC)	1,570	3,140	3,140	Apr. 8 Apr. 10	Protesting lay-off of fellow employees– Return of workers–
Aluminum Co. of Can. Arvida, Que.	Fed'n of Metal Trades Unions (CNTU)	350	3,150	3,150	Apr. 18	Dispute over suspensions, other matters–
EMCO, Limited London, Ontario	Steelworkers Loc. 2699 (AFL-CIO/CLC)	265	1,330	1,330	Apr. 24	Wages, fringe benefits–

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, APRIL, 1975 (PRELIMINARY) (CONT'D)

Industry / Employer / Location	Union	Workers Involved	Duration in Man-days: April	Duration in Man-days: Accumulated	Starting Date / Termination Date	Major Issues / Result
METAL FABRICATING						
Quebec Wires, Trois-Rivières, Que.	Steelworkers Loc. 7092 (AFL-CIO/CLC)	125	2,750	11,750	Dec. 16/74	Employees locked-out; wages for females–
A.C. Wickman Ltd., Toronto, Ont.	U.E. Loc. 112 (CLC)	112	2,460	3,360	Mar. 19	Wages–
Ecko Canada Ltd., Scraborough, Ont.	Auto workers Loc. 124 (CLC)	120	2,460	2,460	Apr. 2	Wages, fringe benefits–
Sometal Atlantic Ltd., Rimonski, Que.	Fed'n of Metal Trades Unions (CNTU)	139	2,220	6,250	Feb. 18 Apr 23	Wages & fringe benefits– Return of workers–
Mark Hot, Longueuil, Que.	Auto Worker Loc. 1583 (CLC)	175	1,750	1,750	Apr. 11 Apr. 25	Other contract issues– Terminated by mutual agreemen
Chubb-Mosler & Taylor Safes, Brampton, Ont.	Chemical Workers Loc. 678 (AFL-CIO/CLC)	180	1,440	1,440	Apr. 21	Not reported–
MACHINERY						
Farr Company Ltd., Ville de Laval, (Mtl), Quebec.	CNTU	100	1,300	1,300	Apr. 14	Not reported–
National Cash Register, Etobicoke Ont.	Graphic Arts Loc. 28B (AFL-CIO/CLC)	121	2,660	2,660	Apr. 1st	Wages, fringe benefits–
TRANSPORTATION EQUIP.						
Pratt & Whitney of Can. Ltd., (United Aircraft) Longueuil, Que.	Auto Workers Loc. 510 (CLC)	1,200	26,400	661,800	Jan. 7/74	Union security, wages, COLA clause–
General Motors of Canada Ltd., St-Catharines, Ont.	Auto Worker Loc. 199 (CLC)	1,700	1,700	1,700	Apr. 9 Apr. 10	Other contract issues– Return of workers–
Bendix Home Systems Ltd., Penticton and Oliver, B.C.	Carpenters Loc. 2511 (AFL-CIO/CLC)	190	570	570	Apr. 28	Not reported–
ELECTRICAL PRODUCTS						
Leviton Manufacturing of Canada Ltd., Montreal, Que.	Steelworkers Loc. 15 510 (AFL-CIO/CLC)	551	12,120	28,850	Feb. 14	Wages–
Pirelli Cables Ltd., Saint-Jean, Que.	Steelworkers Loc. 3953 (AFL-CIO/CLC)	286	2,860	2,860	Apr. 6 Apr. 21	Wages– Terminated by mutual agreement–
Phillips Cables Ltd., Coleman, Alta.	Industrial Mechanical Workers Loc. 2 (CCU)	200	3,400	7,800	Feb. 27 Apr. 24	Wages & term of contract– Terminated by mutual agreement–

RIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, APRIL, 1975 (PRELIMINARY) (CONT'D)

Industry Employer Location	Union	Workers Involved	Duration in Man-days April	 Accumulated	Starting Date Termination Date	Major Issues Result
N-METALLIC MINERAL PRODUCTS						
Fiberglass of Can. Ltd., Sarnia, Ont.	Oil Workers Loc. 9-14 (AFL-CIO/CLC)	550	1,650	1,650	Apr. 18 Apr. 23	Protesting dismissal of two workers– Return of workers on recommendation of union–
Consumers Glass Co. Ltd. Lavington, B.C.	United Glass Workers Loc. 257 (AFL-CIO/CLC)	340	7,290	22,300	Jan. 30	Wages, fringe benefits, grievances–
EMICAL PRODUCTS						
Cyanamid of Canada, Saint-Jean, Que.	Chemical Workers Loc. 449 (AFL-CIO/CLC)	254	5,590	18,040	Jan. 21	Wages–
Canadian General Electric, Point Tupper, N.S.	Oil Workers Loc. 9-832 (AFL-CIO/CLC)	105	290	290	Apr. 16 Apr. 18	Firing of an employee– Return of workers–
ISCELLANEOUS MFG.						
Coleco (Canada) Ltd., Montreal, Que.	Steelworkers Loc. 7895 (AFL-CIO/CLC)	631	6,940	6,940	Apr. 16	Dismissal of some workers–
onstruction						
Plumbers and Mechanical Contractors Ass'n of N.B., Fredericton, N.B.	Plumbers Loc. 772 (AFL-CIO/CLC)	100	2,200	4,800	Mar. 10	Wages, union jurisdiction, other contract issues–
Lummus Co. of Can. Ltd., Sarnia, Ontario	Structural Iron Workers (AFL-CIO/CLC)	260	260	260	Apr. 9 Apr. 10	Jurisdictional dispute– Return of workers–
Construction Labour Relations, Vancouver, B.C.	Carpenters Loc. 1928 Woodworkers Loc. 1-217 (AFL-CIO/CLC)	213	2,560	2,560	Apr. 15	Not reported–
ransportation & Utilities						
RANSPORTATION						
Algoma Central Railway, Sault Ste-Marie, Ont.	Railway Carmen Machinists & Boilermakers, Various Locs. (AFL-CIO/CLC)	315	6,750	12,380	Mar. 8	Breakdown in contract talks–
Les Autobus Gaudreault Inc., St-Charles Borromée Joliette, Quebec.	Public Service Fed'n (CNTU)	107	2,350	6,840	Jan. 30	Wages, seniority–

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, APRIL, 1975 (PRELIMINARY) (CONT'D)

Industry Employer Location	Union	Workers Involved	Duration in Man-days April	 Accumulated	Starting Date Termination Date	Major Issues Result
Montreal Urban Community Transit Commission, Montreal, Que.	Public Service Employee (CNTU)	100	200	200	Apr. 23 Apr. 25	Dispute over safety conditions Return of workers when agreement reached–
Transair Ltd., (Winnipeg International Airport), Winnipeg, Manitoba	Machinists Loc. 2223 (AFL-CIO/CLC)	315	6,750	12,380	Mar. 7	Breakdown in contract talks–
Maritime Employers Association, Montreal, Trois-Rivières and Quebec City, Que.	ILA, Locs. 375 1739, 1846 (AFL-CIO/CLC)	2,400	52,800	54,000	Mar. 31	Wages–
Maritime Employers Ass'n Montreal, Quebec, Que.	ILA Locs. 1657, 1605 Checkers (AFL-CIO/CLC)	320	3,200	3,200	Apr. 17	Rejection of conciliation report–
COMMUNICATIONS						
Post Office Dept., Various locations in Canada	Letters Carriers Various Locs. (CLC)	3,165	17,514	17,514	Apr. 14	Wages,–protesting slow negotiations–
B.C. Hydro & Power Authority, Various Locations, B.C.	I.B.E.W. Loc. 258	2,500	5,000	5,000	Apr. 14 Apr. 16	Wages– Return of workers–
Toronto Hydro, Toronto, Ontario	Public Employees (Outside) Loc. 1 (CLC)	500	4,000	4,000	Apr. 21	Wages, fringe benefits–
Toronto Hydro, Toronto, Ontario.	Public Employees (Inside) Loc. 1 (CLC)	500	4,000	4,000	Apr. 21	Wages, fringe benefits–
Trade						
Dominion Stores Ltd., Montreal, Que.	Office Employees Loc. 57 (AFL-CIO/CLC)	120	1,320	1,320	Apr. 16	Wages–
Dominion Stores Ltd., St-John's, Nfld.	Retail Wholesale Union Loc. 597 (AFL-CIO/CLC)	159	160	160	Apr. 18 Apr. 19	Working conditions– Return of workers–
Newfoundland Liquor Corp. Province wide, Nfld.	Nfld. Ass'n of Public Employees Loc. 7501 (CLC)	200	830	830	Apr. 25	Wages, job classification–
Miracle Mart, Hull Que.	Retail Clerks Loc. 486 (AFL-CIO/CLC)	105	320	320	Apr. 28	Wages–
Miracle Mart, Ottawa, Ont.	Retail Clerks Loc. 486 (AFL-CIO/CLC)	220	660	660	Apr. 28	Wages–

TRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, APRIL, 1975 (PRELIMINARY) (CONT'D)

Industry / Employer / Location	Union	Workers Involved	Duration in Man-days: April	Duration in Man-days: Accumulated	Starting Date / Termination Date	Major Issues / Result
ervices						
DUCATION						
Ottawa Board of Education, Ottawa, Ont.	Two Teachers' Fed'ns (Ind.)	1,600	20,800	56,000	Feb. 27	Wages, COLA clause–
Greater Victoria School District 61 (Board of School Trustees), Victoria, B.C.	Public Employees Loc. 275 & 947 (CLC)	660	14,520	23,760	Mar. 10	Wages–
Univeristy of Manitoba, Fort Garry, Manitoba	The Ass'n of Employees Supporting Education Services	1,120	24,000	33,600	Mar. 20	Wages–
Université du Québec, Trois-Rivières, Qué.	Fed'n of Que. Teachers (CNTU)	230	5,060	5,060	Apr. 1st	Wages, other matters–
CEGEP de Jonquière, Jonquière, Qué.	CEGEP Teachers' Union (CNTU)	210	1,260	1,260	Apr. 14 Apr. 23	Dispute over working conditions Return of teachers when injunction issued–
Simon Fraser Univ., Vancouver, B.C.	Ass'n of Univ. & College Employees Loc. 2 (Ind.)	500	500	500	Apr. 14 Apr. 15	Wages– Return of workers–
Simon Fraser Univ., Vancouver, B.C.	Ass'n of Univ. & College Emp. Loc. 2 (Ind.)	500	1,000	1,000	Apr. 29	Wages–
Regina Public School, District #4 of Sask. & Regina Collegiate Inst. Regina, Sask.	Public Employees Loc. 650 (CLC)	200	1,000	1,000	Apr. 23 Apr. 30	Wages, other benefits– Return of workers when agreement reached–
HEALTH & WELFARE						
Norwood Auxiliary Hosp. Dr. A. McGregor Nursing Home, Edmonton Alberta	Public Employees Loc. 1158 (CLC)	300	6,600	34,410	Nov. 19/74	Wage increase to non-union workers–
Misericordia Hospital, Edmonton, Alta.	Service Employees Loc. 323A (AFL-CIO/CLC)	400	2,800	2,800	Apr. 22	Mgm't rights clause, job reclassification–
University Hospital, Edmonton, Alta	Civil Service Ass'n of Alta.	700	700	700	Apr. 23 Apr. 24	Supporting strikers at Misericordia Hospital– Return of workers–

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, APRIL, 1975 (PRELIMINARY) (CONCL'D

Industry Employer Location	Union	Workers Involved	Duration in Man-days April	 Accumulated	Starting Date Termination Date	Major Issues Result
PUBLIC ADMINISTRATION LOCAL ADMINISTRATION						
Municipal Employees Coordinating Committee, Victoria, B.C.	Public Employees Loc. 50 (CLC) Outside Wkrs.	280	5,600	12,600	Jan. 27	Wages–
Municipal Employee's Coordinating Committee Greater Victoria, B.C.	Public Employees Loc. 511, 374 & 388 (CLC)	750	16,500	45,000	Feb. 5	COLA clause–
Municipal Employee's Coordinating Committee Greater Victoria, B.C.	Public Employees Loc. 333 & 374 (CLC)	108	2,380	6,160	Feb. 10	Wages, COLA clause–
Municipal Employee's Coordinating Committee Victoria, B.C.	Public Employees Loc. 382 (CLC)	278	1,110	8,070	Feb. 24 Apr. 7	Wages & COLA clause– Not reported–
Surrey Municipality, Surrey, B.C.	Public Employees Loc. 402 (CLC)	750	16,500	36,750	Feb. 24	Wages, COLA clause, grievances–

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bour Organizations in Canada (annual). Contains a brief commentary, the latest
tistical data on union membership, and a directory of labour organizations with
mes of their principal officers, publications and the geographic distribution of their
al branches in Canada. (Bilingual). Price $1.50. Cat. No. L2-2/1973.

rikes and Lockouts in Canada (annual). Furnishes a record of strikes and
kouts occurring in Canada during a year. Tables and related texts show strikes
d lockouts by years, by areas, by industries, including time lost, number of
rkers involved, duration, etc. (Bilingual). Price 75 cents. Cat. No. L2-1/1972.

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ntaining the results of the October 1 survey of occupational wage rates and
ndard hours of work in selected industries appears in 35 separate booklets
ntaining data for each of 35 major communities across Canada. The information
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esented in previous years, the 1974 report shows the median and 1st and 3rd
artiles. Information will also be shown by size of establishment and union/non-
ion for office employees. Various prices.(Bilingual).Cat. No. L2-5/1974 (Booklet
).

orking Conditions in Canadian Industry, 1973. (Bilingual). Price $2.00. Cat. No.
2-15/1973.

easuring the Quality of Working Life. Proceedings of a symposium on social
dicators of working life. Ottawa, March 19 and 20, 1973. Edited by Alan H.
orrigan. Price $4.00. Cat. No. L41-13/1974.

roductivity, Costs and Prices. An examination of trends in selected
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3.75. Cat. No. L41-1173.

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